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PROGRAM EVALUATION, SAN FRANCISCO
RECREATION AND PARK DEPARTMENT

R-1446

February 1971

Prepared for

San Francisco Recreation and Park Department
Under Contract Between
Planning Research Corporation and the
San Francisco Bureau of Governmental Research
Financed by a Grant
From the Blyth-Zellerbach Committee

PLANNING RESEARCH CORPORATION

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February 1971

Mr. Loris DiGrazia
President
Recreation and Park Commission
McLaren Lodge
San Francisco, California

Dear Mr. DiGrazia:

As one of the survey team members involved in the Plan for Action, Planning Research Corporation hereby transmits a detailed Program Evaluation of the San Francisco Recreation and Park Department. In essence, this evaluation consisted of a comprehensive examination of the Department's programs in relation to the City's changing population characteristics and needs. A statement of long range and short range objectives was derived to form the basis for the evaluation.

Under the general direction of the Blyth-Zellerbach Committee, representatives from major business concerns, headquartered in San Francisco, formed task forces to survey all activities of the Recreation and Park Department (except Program Evaluation). These task forces reviewed the organization, manpower, methods, and procedures of the fiscal, recreation, and maintenance units of this Department. Their findings and recommendations are covered in a separate report.

PRC's recommendations fall into three categories: (1) those recommending improvements in operational procedures that serve to enhance the quality of the Citywide and neighborhood programs; (2) those recommending additional neighborhood facilities to meet immediate needs and to effect a more equitable distribution of recreational opportunities; and (3) those recommending transfer to other organizations of those facilities and programs that overextend the Department and do not significantly contribute to meeting the Department's objectives.

A wide variety of study techniques and processes were used including inventories of facilities, surveillance, interviews with staff of the RPD and other City agencies, group meetings, facility standards, City population characteristics and projections, age group concentrations, age and condition of facilities, recreation facility usage data, service areas for existing facilities, community suggestions, and the professional judgment of recreation experts of other large cities and the staff of the Department.

We would like to take this opportunity to express our appreciation to the Task Forces, the management and staff of the San Francisco Recreation



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and Parks Department, the members of the Citizen and Technical Advisory Groups, and members of other City Departments for the excellent cooperation received during the course of the study.

We hope that this effort will enable immediate action to provide urgent recreational services to the high-need neighborhoods and will provide guidelines for future planning in providing improved quality and quantity of recreation to the citizens of San Francisco.

Very truly yours,

PLANNING RESEARCH CORPORATION

PRC:ja

ACKNOWLEDGEMENTS

This report was prepared by Planning Research Corporation (PRC) under the direction of Charles G. Vandervoort, project manager, and with Dr. D. F. Sinn, Professor of Recreation at San Jose State College and consultant to PRC.

The authors wish to thank the many individuals who assisted throughout the study. Special thanks should go to the staff of the San Francisco Recreation and Park Department, especially Joseph Caverly, General Manager, and Thomas Malloy, Emmett O'Donnell, and Dorothy Dukes; John Newstrom, Chairman of the Blyth-Zellerbach Advisory Committee; Louis Clisbee, Director of the San Francisco Bureau of Governmental Research; the San Francisco City Planning Department; and the Mayor's Citizen Advisory Committee and Technical Advisory Committee. Special thanks should also go to Dr. Edwin J. Staley for his help in formulating an approach to identifying neighborhood priorities for recreation.

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I. SUMMARY OF FINDINGS AND RECOMMENDATIONS

This section presents a brief summary of the findings and recommendations as based on the program evaluation.

A. Summary of Long and Short Range Objectives of the RPD

LONG RANGE OBJECTIVE I: Provide comprehensive active and passive recreation opportunities for all age groups, equitably distributed throughout the City of San Francisco.

Short Range Objective 1: Provide diversified, well rounded programs of recreation activities.

Short Range Objective 2: Emphasize recreation services to youth and elderly.

Short Range Objective 3: Increase coordination with the San Francisco Unified School District to realize full potential of San Francisco's recreational resources.

Short Range Objective 4: Reassign to other public and private agencies those RPD facilities that do not relate directly to the Department objective.

LONG RANGE OBJECTIVE II: Minister to San Francisco's unique neighborhood requirements in providing recreation services.

Short Range Objective 1: Plan recreation programs with such balance and variety as to be responsive to the specific interests and requirements of the people in the neighborhood.

Short Range Objective 2: Develop modern, well designed recreation centers and attractive parks at the neighborhood level.

Short Range Objective 3: Coordinate with other city agencies to improve access and provide transportation from high need neighborhoods to recreational facilities.

LONG RANGE OBJECTIVE III: Establish a long range development program enabling timely expansion and preservation of park areas and facilities to meet future requirements.

- Short Range Objective 1: Establish a program for park area and recreation facility improvements and expansion where needed to meet changing conditions.
- Short Range Objective 2: Determine the priorities for providing programs and facilities by identifying neighborhoods with the greatest need.
- Short Range Objective 3: Prepare a master plan for Golden Gate Park that would ensure its continued existence within the principles under which it was created.
- Short Range Objective 4: Protect areas under RPD jurisdiction designated as parks from encroachment to ensure adequate open space.
- Short Range Objective 5: Cooperate in fighting pollution and promoting beautification.

LONG RANGE OBJECTIVE IV: Provide qualified and sufficiently well trained leadership under overall professional guidance at all recreational facilities.

- Short Range Objective 1: Employ sufficient well trained professional recreation leaders.
- Short Range Objective 2: Establish an expanded staff training and development program under full time professional guidance.
- Short Range Objective 3: Study modification of civil service provisions to permit more flexibility and autonomy by the RPD in selection, appointment, assignment evaluation, and promotion of RPD personnel.

LONG RANGE OBJECTIVE V: Provide safe and secure park settings and reduce violence and unrest in recreation areas.

- Short Range Objective 1: Increase the personnel of the newly formed Park Patrol of the San Francisco Police Department to ensure effective levels of surveillance and patrol.
- Short Range Objective 2: Install night floodlighting for safety and security.
- Short Range Objective 3: Design and modernize areas and buildings to facilitate control and supervision and to discourage vandalism.

Short Range Objective 4: Train supervisors in community liaison and prevention of violence and vandalism.

LONG RANGE OBJECTIVE VI: Establish sufficient funding and resources to provide optimal recreational use of all Recreation and Park Department parks and facilities.

Short Range Objective 1: Provide proper funding for all new facilities and programs before they are assigned as a responsibility of the RPD.

Short Range Objective 2: Provide at the first available opportunity recreation facilities for existing underdeveloped RPD properties in high need areas.

B. Recreation Programs and Services

1. General

Some of the general deficiencies found throughout the RPD recreation programs and services include the following:

a. Lack of Written Objectives

Few if any services operate with clear-cut written objectives which are the basis of planning, budgeting, conduct of programs, and evaluation of results.

Recommendation: Each unit, area, and specialization should have its mission clearly defined by a written statement of objectives, developed through direct staff involvement and consistent with the RPD adopted goals and long range objectives listed in Section III.

b. Lack of a Specific Program Budget

Units work without the benefit of a known budget for their service and usually are not directly involved in budget preparation. This tends to make programming ineffective and inconsistent.

Recommendation: Based on objectives and analysis of need, all recreation programming and services should operate with a specific budget which has originated from the individual units' efforts and recommendations.

c. Identification of Recreation Needs

A system of identifying and determining neighborhood and community needs for recreation is generally lacking.

Recommendation: Through several valid techniques, program planning should be based on a well defined system of determining the need for recreation programs, including advisory groups, opinion surveys, etc.

d. Lack of Staff Training

Many staff, especially part-time summer staff, are deficient in skills and aptitudes required for their assignments. Training,

including resource materials, supervision, and evaluation, are not adequate.

Recommendation: Policies and procedures for selection, assignment, and preseason and in-service training should be clarified and improved. More intensive orientation of new personnel, better use of resource materials, more frequent supervision, and periodic staff evaluation are essential.

e. Insufficient Coordination

Most programs operate with primary concern for their own function and too little relationship with neighborhood and area programs, other RPD programs, and other city, public, and private agency programs.

Recommendation: More coordination is essential, especially with respect to youth programs. The RPD should cooperate in the establishment of a City Youth Services Council, neighborhood "Youth Teams" to solve youth problems, and neighborhood committees to develop more direct neighborhood relationships with the RPD. Internal communication and organization should be promoted within RPD. A consolidation of recreation programs and services that are similar in nature would reduce conflicts and would conserve scarce resources.

f. Insufficient Neighborhood Emphasis

Neighborhood parks, facilities, programs, and services require greater attention. It is recognized that the Department must operate both citywide and neighborhood programs. However, greater emphasis should be placed on neighborhood programs but without detracting from the citywide function.

Recommendations: A shift in priority should be made by divesting the RPD of the specific low priority special facilities and services discussed in Section V, reorienting priorities for citywide programs and services, and establishing RPD policies which place primary emphasis on parks, recreation center buildings, facilities for children's play, equipment and supplies, and staffing and program planning at the neighborhood level.

g. Insufficient Youth Emphasis

While social problems with youth rank high in community concern, programs have not been adequate in terms of type, accessibility, and challenge to meet the present demands of youth.

Recommendation: A policy should be established giving high priority to planning for the needs of youth, including the establishment of a special RPD youth staff level comparable to other special group supervision.

h. Inadequate Public Information

Available programs and services are not sufficiently known to the public, especially at the neighborhood level. This results in low participation and lack of utilization of existing resources, even though needs are high.

Recommendation: A comprehensive system of public information and promotion should be developed to increase public awareness of RPD programs and services.

i. Security

Use of parks and recreation facilities has been adversely affected by acts of violence and damage to properties.

Recommendation: More effective police patrol and other enforcement techniques, combined with preventive measures through leadership and involvement of neighborhoods, should be instituted.

j. Maintenance

The quality of maintenance has not been adequate to permit full utilization and enjoyment of recreation resources and programs.

Recommendations: The quality of maintenance of parks, recreation centers, pools, beaches, etc., should be improved to ensure a safe, clean, and enjoyable environment for participants.

k. Unmet Needs

In some instances, supervised programs are neglected or totally lacking during important times such as evenings, weekends,

and holidays and in certain park areas with high potential use. Programs for girls, young adults, and older youth are not adequate.

Recommendations: Planning should continue in order to ensure that the needs are identified and met.

2. Citywide Recreation Programs and Services

a. Athletics and Sports

This program area has a background of widespread interest and support and meets the interests of a large number of people. As a citywide activity, coordination with neighborhood programs has not been adequate and has sometimes detracted from neighborhood emphasis, especially with regard to citywide travel of staff and participants.

Recommendations: This activity should be continued, but greater emphasis should be provided at the neighborhood and district levels, with more coordination among area supervisors and unit staff. More coordination of services with other city and private agencies should be developed.

b. Arts and Crafts

This activity is important in any sound, balanced recreation system. However, this phase of recreation has been centered at three locations and lacks coordination, resources, and staff emphasis. Facilities are not adequate, except for the specialized photography program at the Recreational Arts Center.

Recommendation: Improved coordination is needed under professionally trained supervision. Improved facilities, equipment, and supplies are necessary, especially at the neighborhood unit level. Unit staffs need to be trained to develop programs for all age groups.

c. Aquatics

Except for 50-meter pools for competition, especially by schools, additional pools are not currently needed. Boating continues to grow in popularity, especially in the Bay Area, and demand will outgrow existing facilities.

Recommendations: The use of existing swimming pools and beaches should be upgraded and more effectively programmed. The Board of Education should be encouraged to construct one or more 50-meter pools

near high school sites and easily accessible to the west side of town. Plans should be made for the eventual phase-out of Fleishhacker Pool for city-wide competition.

In regard to boating, plans should be made for the expansion of existing marina facilities, possibly in conjunction with redevelopment programs in the Hunter's Point area, thereby providing public access to the Bay along the south shoreline.

d. Golf

Although national standards show San Francisco to have below average golf course capacity, present use and demand do not warrant additional golf courses. Existing courses are meeting an important need and should be considered an essential part of the RPD programs and services.

Recommendations: The existing courses and club houses should be continued and upgraded. The anticipated short term increase in future demand should be met by providing nightlighting and expanding the McLaren course. The anticipated long term increased demand should be met by possible acquisition of Presidio Golf Course and/or undeveloped Ft. Funston lands.

e. Handicapped

Current facilities and programs are commendable in many respects; however, as compared to the estimated handicapped population, only a fraction are being served at the existing centers and through regular programs.

Recommendations: Other public and private agencies should be encouraged to assume a role in meeting the need. Current levels of RPD services should be expanded through additional staff hours and training, modification of recreation center buildings and facilities, and possible new centers.

f. Senior Citizens

The present multiuse centers and the utilization of 20 neighborhood recreation units for periodic programs for the aged are meeting important needs. However, relative to the number of persons

with limited income over 65 years of age, existing programs are meeting only a fraction of the need.

Recommendations: Current programs should be upgraded in quality and scope and additional facilities should be provided by improving existing recreation centers and adding new centers.

g. Tiny Tots

These programs are popular and valued by many parents, and dropping them would disappoint many. However, their success does not require the full-time RPD staff or morning scheduling.

Recommendation: Changes in schedule should be implemented to permit reduction in direct staff supervision. Greater use should be made of part-time and volunteer staff.

h. Drama-Dance

These important programs are needed for balance and to meet the needs of many with such interests. They are not sufficiently geared to neighborhood needs, though they are quite creative at the city-wide level.

Recommendation: Greater emphasis should be placed on neighborhood unit staff training and coordination.

i. Music

Many citywide programs are excellent and provide for widespread needs. Neighborhood opportunities for participation, however, are not extensive.

Recommendation: Neighborhood music programs should be expanded.

j. Nature and Outdoor Education

The Junior Museum and other museums offer ample opportunities but there is little coordination of this phase of programming by the staff.

Recommendation: Facilities at the Junior Museum need upgrading. Improved staff coordination and increased programming are needed.

k. Golden Gate Park

This park was planned with great vision and, as one of the most diversified resources of the RPD, has been very effective in meeting the needs of the people for open space and recreation (see Detailed Report). However, gradual deterioration of facilities, lack of security and parking, excessive traffic, and adverse environmental problems demand immediate and long range planning to keep pace with the needs of the city.

Recommendation: A master plan should be developed at the earliest possible time to make provision for meeting the immediate and long range needs. The recently instituted park police should be continued and augmented.

3. Neighborhood Recreation Programs and Services

a. Areas and Facilities

Many neighborhood parks and recreation centers are substandard in terms of size, development, design, and quality of maintenance. This hinders effective recreation programming.

Recommendation: Certain parks and centers should be improved and expanded. Nightlighting should be installed to enable nighttime use. Maintenance should be improved.

b. Staffing

The staff has not been sufficiently trained nor effectively assigned to ensure adequate programming. Some staff personnel schedule programs for their personal convenience rather than for meeting neighborhood needs. In some areas, the existing staff is unable to meet programming needs.

Recommendation: All parks in high need neighborhoods should be provided with sufficient staff for effective programming. Techniques of staff selection, training, supervision, and evaluation should be improved.

c. Equipment and Supplies

These are not adequate to meet program needs.

Recommendation: Sufficient budgeting is needed for equipment and supplies.

d. Programs

The neighborhood programs are weak and do not fully meet the need in various respects; they lack variety, participation, imagination, youth requirements, and responsiveness.

Recommendation: Development of improved systems for identifying needs and refinement of program objectives should be continued. Public involvement in establishing programs should be increased.

4. High Need Neighborhoods

The recommendations are as follows:

a. South of Market

Add a secure recreation facility with nightlighting and small gamecourt to South of Market and refurbish children's play area. Provide innovative devices such as a portable pool and mobile playground.

b. Downtown

Over the short term, bussing should be utilized to the new Golden Gate Park Center and to the Yerba Buena Center (now underutilized because of redevelopment activity in the neighborhood). Over the long term, approximately 3000 square feet of floor space should be obtained in an office building to provide a recreation facility and program oriented toward senior citizens.

c. Inner Mission

Add a field house and playfields to Franklin Square. As an interim measure, locate mobile recreation equipment on Franklin Square.

d. Bernal Heights/Peralta

Modernize Bernal Recreation Center and add nightlighting.

e. Hayes Valley

Expand Hayward Boys' Facility to enable indoor programming. Add nighttime programming capability to Hayward Girls' Facility.

f. Western Addition

Provide for staff supervision at Kimball Playground.

g. Haight Fillmore "Duboce"

Expand the minimal Duboce recreation center to a medium sized center.

h. Russian Hill

Increase recreational programming at the Helen Wills facility.

i. Outer Mission

Refurbish and expand the recreation facilities at Folsom Playground, Garfield Square, Rolph Playground, and Mission Playground.

j. Hunters Point/Bayview

Provide open space in the form of a neighborhood park. Adjust supervisory levels to aid in vandalism protection and programming. Provide both security devices and increased park police.

k. Chinatown

Intensify programming at Chinese Playground, Chinese Recreation Center, and North Beach Playground.

5. Special Facilities

The special projects were evaluated with regard to their contribution in meeting the RPD objectives. Where their contribution was marginal relative to the resources required for maintenance and operation, termination or transfer was recommended.

a. Maritime Museum

Terminate both the lease with the Maritime Museum Association and the financial responsibilities for building maintenance and staff at Aquatic Park.

b. San Francisco Yacht Harbor

Continue this function as a RPD responsibility to meet the projected demands for boating activities and demand. Give consideration to upgrading current facilities and providing for anticipated future needs by constructing an additional marina near the San Francisco-San Mateo County boundaries on the Bay.

c. Candlestick Park

Transfer the responsibility of management for this function, which is basically commercial in nature, to a city agency such as the Real Estate Department or Convention and Visitors Bureau.

d. Palace of Fine Arts

This facility should be established as a separate function under a new commission such as the one governing the DeYoung Museum or the California Academy of Science.

e. San Francisco Zoological Garden

Continue the Zoo as a public responsibility under the RPD but possibly by contract with the San Francisco Zoological Society for all operations. Expansion should be considered into adjacent areas (grove East of Zoo Road and the Fleishhacker Pool facilities).

f. Kezar Stadium and Pavilion

To meet important amateur sports events needs, retain the complex under RPD supervision until replaced by another stadium. Make a study of possible expansion of parking services external to Golden Gate Park as a part of the proposed Golden Gate Master Plan.

g. Camp Mather

Maintain and improve this valuable outdoor natural resource to provide continuous family camping services and to meet the needs of San Francisco youth groups.

h. Scenic Highways, Boulevards, and Streets, and Alcoa Plaza

Revert back to private ownership the responsibility of maintenance of such areas as the Alcoa Plaza. Streets and boulevards such as Great Highway, Park Presidio Boulevard, and Dolores Street, should be maintained by the Department of Public Works, Streets Division.

C. Implementation

1. Phase I: Implementation that Can Commence Within the First Year

- a. Adopt the proposed RPD objectives listed in Section III. (Recreation and Park Commission)
- b. For each unit, area, and specialization, clearly define its mission by means of a written statement of objectives. This statement should be derived through direct staff involvement and should be consistent with the higher level RPD objectives listed in Section III. (RPD)
- c. As soon as data from the 1970 Census become available (anticipated during the summer, 1971), reevaluate the neighborhood needs for recreational facilities. (RPD)
- d. Clarify policies for selection, assignment, and training of personnel. (Civil Service Commission)
- e. Strengthen the coordination between the RPD, the San Francisco Unified School District, and private agencies in providing recreation for youth. A promising method of achieving this is through establishment of a City Youth Services Council. (RPD, Board of Education, and Mayor's Office)
- f. Divest the RPD of the special facilities and services identified in Section V. (Recreation and Park Commission, Board of Supervisors--Charter Amendment)
- g. Establish a policy giving high priority to the planning for the needs of youth through the establishment of a special RPD youth staff level comparable to other special group supervision. (RPD)
- h. Strengthen coordination with the Police Department and increase the level of Park Police in recreational areas. (RPD, Police Department)
- i. Commence the development of a Master Plan for Golden Gate Park. (City Planning Department)
- j. Institute a training program for full-time and part-time personnel. (RPD)

- k. Strengthen coordination with the Municipal Railway in providing access to recreation facilities from high need neighborhoods. (RPD, Municipal Railway)
 - l. Prepare application for Federal and State funds for interim assistance to high need neighborhoods. (RPD)
 - m. The RPD should carefully prepare a Recreation and Park bond issue for interim assistance to the high need neighborhoods. (RPD)
 - n. Determine the items for submission in the Capital Improvements Program through 1976-1977. These items would cover the broad classes of Nightlighting (\$561,875), Playground Equipment (\$437,000), Outdoor Gymnasiums (\$600,000), and Game Courts (\$224,000).
2. Phase II: Implementation Over the Long Term (1970-1990)

Commence the detailed planning, estimation of costs, and project specification required to upgrade San Francisco Recreation and Park facilities to as close to national standards as possible.

II. BRIEF HISTORY AND CURRENT STATUS OF THE RPD

A. Organizational History of the RPD

The origin of the San Francisco Recreation and Park Department goes back 100 years to the establishment of Golden Gate Park on April 4, 1870. Under the guidance of William Hammond Hall and John McLaren, this world renowned park was established in an area formerly consisting of sand dunes. In 1907, a playground commission was formed which in 1932 became the Recreation Commission. Under the leadership of Josephine D. Randall, the Recreation Commission grew in stature. The two departments were merged as a result of a charter amendment in 1950.

Since the merger, there has evolved a radical change in the pattern of leisure time demands and activities. The present Plan for Action stems from a recognition on the part of the Department that over-extension, antiquated maintenance procedures, and traditional practices have hampered its effectiveness. To correct this situation, the Plan for Action aims to improve the quantity and quality of services rendered to San Francisco residents and visitors.

B. Organization of the RPD

It is essential to understand the assignment of responsibilities for the recreation programs and services although their evaluation is reported not solely on an organizational basis.

The Recreation and Park Department currently has three main divisions: Park Division; Recreation Division; and Business Administration Division. The Park Division has the primary maintenance responsibility for all parks, squares, playgrounds, recreation centers, golf courses, pools, beaches, the zoo, etc. The Recreation Division has the responsibility for planning and administering the organized recreation programs and services of most recreational areas including parks, playgrounds, recreation centers, golf courses, pools, and beaches.

The Business Administration Division manages various facilities primarily involving revenue-producing facilities and services, either directly under RPD operations or indirectly through a contractual arrangement. Examples of these facilities include Candlestick Park, the Maritime Museum, and the Marina Small Craft Harbor, as well as the revenue aspects of such other facilities as Kezar Stadium.

The Park Division's and the Business Administration Division's functions are subject to detailed study by Task Forces on Maintenance and Fiscal operations and, hence, are reported only in a general way in this report.

The Recreation Division is organized into some 15 separate functional operations which can be categorized into three types of services: (1) citywide specialized recreation programs and services such as Men's and Boys' Athletics, Women's and Girls' Athletics, Arts and Crafts, Aquatics, Drama and Dance, Handicapped Services, Music, Photography Center, Josephine D. Randall Junior Museum, Senior Citizens/Tiny Tots, and special services; (2) neighborhood recreation programs and services provided by approximately 71 units distributed over four geographical areas; and (3) facilities reservations and coordination of permits for use of RPD facilities.

A staff person in charge of each of the above functions reports directly to the Assistant Superintendent of Recreation who has direct responsibility for the recreation programs and services. The Supervisor of Golf reports directly to the Superintendent of Recreation.

III. GOALS AND OBJECTIVES

A. Introduction

The RPD long and short range objectives were prepared on the basis of suggestions and criticisms made by members of the Citizens Advisory Committee and the Technical Advisory Committee, as well as reactions by the Resource Consultants, Mr. Jay Ver Lee, General Manager, Oakland Recreation and Park Department; Mr. William Frederickson, Jr., General Manager, Los Angeles Department of Parks and Recreation; Mr. Charles E. Doell, Superintendent Emeritus, Minneapolis Board of Park Commissioners; and Mr. Charles Reitz, Field Director, Pacific Southwest Region, National Recreation and Park Association, during a Policy Seminar held on September 18, 1970. All deliberations were tape recorded and notes of the study sessions were taken.

1. Definition

It is essential in any consideration of goals and objectives to have a clearcut understanding of the concepts. It is necessary to distinguish between "goals," "objectives," and "programs." It was noted that, except for a natural inclination to develop means of implementing goals, participants had a solid grasp of the real meaning of "goals." They showed this by carefully deleting specifics from the goals statements in their study session reports. The definitions offered as guidelines are as follows:

- a. Goals: A goal is a statement of broad direction, purpose, or intent based on the identified needs of the community. A goal is general and timeless; that is, it is not concerned with a specific achievement with a specified time period.
- b. Objectives: An objective is a desired accomplishment which can be measured within a given timeframe. Achievement of the objective advances the system toward

a corresponding goal. Accordingly, objectives must be developed that support and contribute to the achievement of the established goals.

- c. Programs: A program is defined as an interdependent, closely related service or activity progressing toward or contributing to a common objective or set of allied objectives. Programs are packages of related activities.

2. Importance of Goals and Objectives

Inclusion of the task of Goals Formulation in the Plan for Action was indicative of the recognition that this is a critical aspect of any evaluation of recreation services. The significance of "goals" was emphasized even by Socrates 2,500 years ago when he warned that "If a man does not know to what port he is sailing, no wind is favorable." Clearly, it is essential to formulate goals that provide direction and purpose and indicate policies needed to ensure effective efforts with respect to recreation and park services in San Francisco.

3. Criteria

The following are offered as criteria for goals formulation:

- a. Goals must be long range: By their remoteness, they ensure that provision is made for tomorrow's needs rather than merely the expediencies of today.
- b. Goals must be idealistic and visionary: Progress starts with ideas, some of which frequently seem unattainable and even theoretical in nature.
- c. Goals must be challenging: They should arouse enthusiasm and stimulate involvement and support. Daniel H. Burnham once said, "...make no small plans; they have no magic to stir men's blood and probably will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with ever-increasing insistency. Remember that our sons and grandsons will do things that would stagger us."

- d. Goals should be San Francisco-oriented: Only San Franciscans can and should determine what kind of a city they want and what kind and quality of a recreation system they should have.

4. Preamble to Goals Statement

Throughout the ages, man has sought to better himself, looking for what the ancient philosopher Seneca referred to as "the good life." What the good life is has never been adequately defined, though many have tried. Jefferson once described it simply as "tranquility"; the Declaration of Independence, perhaps, alluded to the "good life" in its reference to "the pursuit of happiness" as an essential right, along with "life and liberty." Others have described the concept which we now term recreation as a "state of mind" or a "way of life." The utilization of leisure, even in the days of the ancient Greeks, was considered an ultimate of living, Plato referring to leisure as "the best of man's possessions."

That life has tended to focus more on what man does in his leisure than during work as a means of shaping his destiny is expressed by many. Thus, the growing concern by public and private interests on ways in which the recreative needs of people can be best met.

Recreation may be considered as any form of leisure time experience or activity in which an individual engages from choice because of the enjoyment and satisfaction which it brings directly to him. It has the capability of helping meet the universally recognized basic human psychological needs inherent in the following statement of values which result from recreative expression and activity:

- o Emotional and physical health--the development of a sound body and mind through wholesome, vigorous, and creative activities.
- o Character development--building character through rich, satisfying, and creative leisure living patterns focused toward socially desirable attitudes, habits, and values.

- o Widening interests--opening new interests that provide satisfying outlets for individual growth and development.
- o Citizenship--developing through recreational associations of people a respect for the worth and dignity of individuals and faith in democratic action.
- o Skills--development of skills in the arts of leisure-time living that raise the level of the refinement, culture, and happiness of people.
- o Social living--developing and strengthening social relationships within the family and the community through close group associations and activity conditions.
- o Economic value--strengthening the morale and economic efficiency of the community through expanding leisure-time interests and improved social living conditions.
- o Community stability--developing community stability by providing an environment that is conducive to wholesome family living and community life.

Thus, recreation has a potential for the individual, the family, and the community. Its degree of success may well determine the quality of life in San Francisco.

The above statement of values may be considered as forming the fundamental or basic goal of recreation. The next subsection delineates the objectives as derived at the policy seminar. They are categorized into Long Range Objectives and Short Range Objectives. The former are rather broad, and many people would prefer to call them goals. The latter are quite specific and can give effective guidance in the selection of policies to meet the Long Range Objectives.

B. Long and Short Range Objectives of the RPD

1. Long Range Objective I

Provide comprehensive active and passive recreation opportunities for all age groups, equitably distributed throughout the City of San Francisco.

a. Short Range Objective 1

Provide diversified, well rounded programs of recreation activities.

Comments: These programs should be for all ages, skills, and population groups in all areas of the city to meet leisure interest and demands, consistent with sound principles of public recreation. Programs should provide for individuals, families, and group participation. They should emphasize instruction to the unskilled, and provide maximum opportunity for active participation. Special activities, festivals, and celebrations should be used to foster neighborhood and community identity.

b. Short Range Objective 2

Emphasize recreation services to youth and elderly.

Comments: The recreation needs of children, young adults, and elderly are proportionately higher than for other age groups. Due to lack of mobility, children and elderly need sheltered areas close to home provided with simple recreational tools such as play equipment, sandboxes, card tables and meeting rooms. For teenagers, with their boundless energy, there should be fields for such active sports as football and baseball and recreation centers for social activities in the evening. These centers should be close enough to home or within easy access of public transportation to be available to teenagers without a car. In addition to using its own resources to the maximum extent, the RPD should participate with other youth serving and social agencies. This should be done in a supporting role rather than the RPD being designated as the agency responsible for such coordination.

c. Short Range Objective 3

Increase coordination with the San Francisco Unified School District to realize full potential of San Francisco's recreational resources.

Comments: Because of the similarity of purpose of the RPD and the Recreation Division of the School District, there is great potential for increasing service through more intensive coordination. Recreation

facilities are often in close proximity to schools, and several schools have indoor and outdoor play spaces in areas with need for after-school recreation services. Improved economies and more utilization can be effected through joint use of these facilities.

d. Short Range Objective 4

Reassign to other public and private agencies those RPD facilities that do not relate directly to the Department objective.

Comments: There are several large facilities presently under RPD jurisdiction that do not rank high in priority relative to the RPD goals and objectives. These facilities absorb a significant amount of RPD resources and personnel, resources that would be better devoted to meeting current neighborhood needs. To meet this objective, a study is presently being performed under the Plan for Action that will result in recommendations identifying those special facilities that should be removed from RPD jurisdiction and be placed under a more appropriate public or private agency.

2. Long Range Objective II

Minister to San Francisco's unique neighborhood requirements in providing recreation services.

a. Short Range Objective 1

Plan recreation programs with such balance and variety as to be responsive to the specific interests and requirements of the people in the neighborhood.

Comments: The interests and requirements of the people should be determined by frequent surveys, interest studies, and analysis of expressed desires. Recreation programs should be subject to frequent evaluation by staff, citizen representatives and independent professional recreation experts to determine weaknesses and changes to be made.

b. Short Range Objective 2

Develop modern well designed recreation centers and attractive parks at the neighborhood level.

Comments: Recreation centers should be spacious with varied facilities and equipment to meet a wide range of age and interest groups. They should be designed or modernized for ease of maintenance, supervision, and operation and constructed using up-to-date techniques which tend to resist deterioration through heavy usage and vandalism.

c. Short Range Objective 3

Coordinate with other city agencies to improve access and provide transportation from high need neighborhoods to recreational facilities.

Comments: As an interim measure, increased access to recreation opportunities from high need areas can substitute for absent neighborhood facilities. Some form of free transportation for children from disadvantaged areas to parks and gymnasiums should be explored. Through coordination with the Department of Public Works, increased access should be provided to senior citizens and small children across obstacles such as intervening freeways or major streets. Typical improvements would be in the form of supervised crossings, walkways, overpasses, and tunnels.

3. Long Range Objective III

Establish a long range development program enabling timely expansion and preservation of park areas and facilities to meet future requirements.

a. Short Range Objective 1

Establish a program for park area and recreation facility improvements and expansion where needed to meet changing conditions.

Comments: The RPD should establish a program for park area and recreation facility improvements and expansion where needed to meet changing conditions. Such a program would provide for replacement or renovation of facilities and equipment at such intervals as will ensure continuous, uninterrupted, effective service to the public. It should establish a long range master plan (recreation element of the city general plan), frequently up-dated to ensure continuous coordinated

financing and development and should emphasize development of innovative recreational areas and facilities to meet the challenges of the inner city and other social problems which can be modified or eliminated by adequate recreation.

b. Short Range Objective 2

Determine the priorities for providing programs and facilities by identifying neighborhoods with the greatest need.

Comments: Development priorities should be given to those high density, low income neighborhoods which may presently lack sufficient recreation and park facilities. Emphasis should also be placed on those neighborhoods having high concentrations of children, youth, and elderly.

c. Short Range Objective 3

Prepare a master plan for Golden Gate Park that would ensure its continued existence within the principles under which it was created.

Comments: Golden Gate Park was created under the Olmsted concept of achieving "genuine recreation" as derived from the enjoyment of a rural landscape. It is the sense of remoteness achieved in this park that enables the San Francisco resident to get away from the sight and sound of the city. Careful master planning is required to ensure the preservation of the scenic and natural features required to maintain this original concept.

d. Short Range Objective 4

Protect areas under RPD jurisdiction designated as parks from encroachment to ensure adequate open space.

Comments: Park areas are often considered as reserves of land available for public buildings or other "worthy" public uses. A firm RPD position is required to preserve these park areas and to ensure permanent provision of open space for people to enjoy quiet passive, as well as active, recreation. The RPD should encourage the preservation of San Francisco's water and bay frontage for public enjoyment of aquatic and marine-oriented recreation.

e. Short Range Objective 5

Cooperate in fighting pollution and promoting beautification.

Comments: The RPD should encourage and provide leadership on beautification of RPD properties to maintain and further add to the visual environment. It should encourage measures to prevent and eliminate pollution and contamination of natural resources (air, water, landscape, serenity, etc.) and should urge the preservation and enhancement of scenic views of the bay and ocean front.

4. Long Range Objective IV

Provide qualified and sufficiently well trained leadership under overall professional guidance at all recreational facilities.

a. Short Range Objective 1

Employ sufficient well trained recreation leaders.

Comments: Experience has shown that recreation centers and playgrounds operated under inadequate supervision become for all practical purposes defunct. This is especially true for low socio-economic neighborhoods. Lack of qualified and sufficient leadership encourages the takeover of the recreational facility by toughs, vandals, and drug pushers. The young and the elderly and other legitimate users of the facility are discouraged and are forced to seek their recreation elsewhere, if possible.

Merely increasing the amount of supervision does not solve this problem. The supervision must be qualified in that the leaders, in addition to being proficient in recreation skills, must be able to understand the unique features of the neighborhood and relate to the residents. Specialists should be utilized to augment the recreation staff with special recreation skills.

b. Short Range Objective 2

Establish an expanded staff training and development program under full time professional guidance.

Comments: In-service training under full time professional guidance is a well known method for increasing the organization's effectiveness through higher staff motivation, increased skills, and better utilization. Training is especially important for the part-time professional staff and enables maximum use to be made of local sources of manpower within the neighborhood. These local sources, provided they are well trained, are often extremely useful in bringing to bear special skills that are responsive to the specific needs of the neighborhood.

c. Short Range Objective 3

Study modification of civil service provisions to permit more flexibility and autonomy by the RPD in selection, appointment, assignment evaluation, and promotion of RPD personnel.

Comments: This study is presently being performed by a task force in the Plan for Action.

5. Long Range Objective V

Provide safe and secure park settings and reduce violence and unrest in recreation areas.

a. Short Range Objective 1

Increase the personnel of the newly formed Park Patrol of the San Francisco Police Department to ensure effective levels of surveillance and patrol.

Comments: The emphasis of recreation and park supervision should be on the prevention of crime and using leadership techniques in the resolution of problem situations that might flare up into violent acts. However, the physical presence of police is required to control a number of criminal activities such as muggings and drug peddling that are beyond the control and guidance of the RPD.

b. Short Range Objective 2

Install night floodlighting for safety and security.

Comments: It is well known that dark playgrounds, recreation areas, and parks encourage the congregation of unwholesome elements

of the population. Floodlighting these recreation areas has proven to be an effective deterrent to crime and violence and has the additional benefit of increasing utilization for recreation use.

c. Short Range Objective 3

Design and modernize areas and buildings to facilitate control and supervision and to discourage vandalism.

Comments: Typical improvements to be incorporated would be modern innovations such as electronic detection devices, two-way radio communications, shatterproof windows, and other security devices. Modern layout and design should be used to minimize the effort of direct supervision.

d. Short Range Objective 4

Train supervision in community liaison and prevention of violence and vandalism.

Comments: A great deal can be done in the prevention of violence and vandalism by effectively trained supervision that can identify potential trouble situations and take corrective action. Additional training in the establishment of effective relations between supervision and leadership in the community is another promising path. Supervision should also be trained in cooperating with the San Francisco police using modern communication equipment.

6. Long Range Objective VI

Establish sufficient funding and resources to provide optimal recreational use of all Recreation and Park Department parks and facilities.

a. Short Range Objective 1

Provide proper funding for all new facilities and programs before they are assigned as a responsibility of the RPD.

Comments: The history of the RPD indicates that numerous facilities and programs have been assigned without adequate funding. To manage these operations, the RPD has had to divert resources in terms

of men, supplies, and equipment from existing programs, seriously diluting the effectiveness of the overall recreational program. This practice cannot continue without seriously endangering the quality of the recreational experience and the ability of the RPD to meet its obligations in the high need areas of the city.

b. Short Range Objective 2

Provide at the first available opportunity recreation facilities for existing underdeveloped properties in high need areas.

Comments: Several RPD properties are lying unused in areas where their development would fill great recreational need. In addition, numerous children's playgrounds in many neighborhoods are in a state of disuse through the poor condition of the equipment. Funds should be provided through the budgetary process to make use of these unused and unrealized resources and bring them to their full potential.

IV. EVALUATION OF RECREATION PROGRAMS AND SERVICES

The San Francisco RPD observed the 100th anniversary of Golden Gate Park in 1970, symbolizing the long background and deep roots of concern for recreation in this city. While the profession of recreation per se is less than 100 years old, there is evidence of keen awareness of the recreation needs by the founding fathers and other civic leaders who helped build San Francisco. The outstanding natural and manmade features of this city are too well known to be repeated in this brief report. The beautiful vistas of the bay and the ocean and the ideal climate are but a few of the features which contribute to the leisure experience of the resident as well as the tourist.

While the Plan for Action inevitably identifies areas of weakness and formulates plans to remedy them, it is also important to acknowledge the level of excellence of this nationally recognized recreation-park system.

There is far more right about San Francisco's Recreation-Park programs than there is wrong. It is a valuable program developed by persons of unique vision, courage, and determination, and supported by many citizens sharing in the goal of quality recreation opportunities in San Francisco.

Space precludes presenting a full description of the outstanding features of the RPD system of park areas, facilities, cultural and recreation programs, and services. The fame of Golden Gate Park (described in detail in Section IV) is worldwide and well deserved. Other areas including the San Francisco Zoological Garden, Marina Yacht Harbor, ocean beaches, Junior Museum, Photography Center, Lake Merced Sports Center, Harding Park and other Golf Courses, Aquatic Park, Coit Tower and Camp Mather, contribute greatly to the qualities of the RPD system. Extensive and varied programs, ranging from band concerts to athletic events, flower shows, and parades, as well as recreation for special age and interest groups are available for virtually everyone.

While it is necessary to identify the areas of greatest weakness and suggest priority in remedial action programs, the many excellent park areas, facilities, programs, and services which stand in sharp contrast to the deficiencies and weaknesses outlined in the report should not be forgotten.

Special tribute should be paid to the many RPD employees who helped make the San Francisco RPD System great, and to the many dedicated recreation leaders who work with youngsters, handicapped, senior adults, and others to help them realize their full potential. The contribution made by such leaders to boys or girls who, under their guiding hand, learn to avoid trouble, develop new insights, character, and attitudes, and learn lifetime recreation skills cannot be fully identified nor evaluated by this study. Such evaluations are best made by the recipients of the recreation experiences. Quite possibly this would be the only true measure of the worth of the RPD Programs and Services.

A. Citywide Facilities and Programs

1. Aquatics Programs and Services

One of the important recreation programs and service areas of the Recreation Division is Aquatics, coordinated by an Aquatics Supervisor. Responsibilities include operation and programming for swimming pools (indoor and outdoor), ocean- and bay-oriented beaches, Lake Merced boating and fishing, and limited sailing on the San Francisco Bay. Large attendance for the year ending June 30, 1970, is an indication of the relative popularity of water-oriented activities in comparison with other programs. It should be noted that the figures do not include the attendance and use of the Marina Yacht Harbor for boating activities.

a. Swimming Pools

(1) Description

There are seven indoor swimming pools in operation with a reported total attendance of 993,002, while the three outdoor pools have a total attendance of 121,761 (see Exhibit IV-1). Phelan Beach attendance is believed large but is not accurately known. Similarly, Aquatic Park Beach's attendance is known only to be some portion of the very large attendance for all activities at Aquatic Park. Lifeguards are provided during summer months at all units to supervise unorganized ("free") swimming. In addition, a Learn-to-Swim Program for children is conducted with the cooperation of the American National Red Cross and provides instruction to a reported 30,000 nonswimmers at seven pools. Opportunities for advanced instruction and coaching are offered to several groups such as the nationally known Merionettes who have won numerous awards in national competition. Special events such as intradepartment, citywide, and other types of swim meets provided a range of opportunities for competition for novice as well as intermediate and advanced swimming, diving, and synchronized swimming. Special services are provided throughout the year for some 2,000 handicapped persons.

EXHIBIT IV - 1 SWIMMING POOL AND BEACH ATTENDANCE

Beach	Location	Type	Size	Square Feet	Attendance
Balboa	San Jose Avenue Havelock Street	I ⁽¹⁾	40 x 100	4,000	180,874
Colfman	Hahn and Visitacion	I	40 x 100	4,000	77,892
Garfield	25th and Harrison	I	40 x 100	4,000	168,321
Hamilton	Geary and Steiner	I	40 x 100	4,000	49,742
Larsen	19th and Wawona	I	40 x 100	4,000	238,948
North Beach	Lombard and Mason	I	40 x 90	3,600	140,600
Rossi	Arguelloa Boulevard and Edward Street	I	40 x 100	4,000	136,645
King	3rd and Armstrong	O ⁽²⁾	40 x 100	4,000	36,026
Mission	19th and Linda	O	40 x 100	4,000	29,130
Fleishacker	Great Highway and Sloat Boulevard	O	100-150 x 1,000	Approx. 125,000	56,605
Totals 10				160,600	1,115,783 ⁽³⁾
Beaches				Attendance	
Phelan Beach			Unknown		
Aquatic Park			Not known; includes some portion of the total attendance for all park use.		

Notes: (1) I = Indoor

(2) O = Outdoor

Attendance figures are for the 1969-70 fiscal year, thus they include portions of two

Recreation swimming is provided for both children and adults during the daytime and evening throughout the year, with greater emphasis during summer months. Modest fees (10 cents for children under 18; 50 cents for adults) are charged, with special reduced rates for both adults and children at certain times and places.

The Board of Education maintains no swimming facilities but makes extensive use of RPD pools. The value of these services is considerable. Agreements should be reached between the RPD and the Board of Education regarding the use, management, control, and financial support of these facilities. (The financial aspects will be covered in the BZ Task Force Report.)

Considerable effort is made to adequately train both part-time and full-time lifeguards and swimming instructors with the cooperation of the Red Cross. Training includes personnel procedures, pool maintenance, first aid, rules and regulations, artificial respiration, lifesaving, and surf rescue techniques. This training is completed by planned testing procedures.

In addition to the RPD sponsored swimming activities, the San Francisco Unified School District makes extensive use of pools, especially at Fleishhacker Pool which is 1000 feet long, 100 feet to 140 feet wide, and spacious enough for high school team competition. The attendance for Fleishhacker Pool reflects all such use. No other competitive pool is available in the school system. Of the approximate 160,000 square feet of swimming pool surface comprising the RPD pools, about 80 percent of the area is at Fleishhacker Pool. At the same time, it may be noted that this pool meets only about 5 percent of the total need, as revealed by attendance figures; this includes spectators at school swim meets.

(2) Evaluation

- (a) Throughout the country swimming ranks high as a preferred recreation activity according to studies made by the Outdoor Recreation Resources Review Commission

and the U.S. Bureau of Outdoor Recreation. Nationwide projections for the future (year 2000) forecast swimming as the first choice for recreation. Studies conducted by the Stanford Research Institute (SRI) for the State of California Parks and Recreation Department show that, for the San Francisco area, swimming had some 37.6 million units of participation in 1960, ranking fourth behind walking for pleasure, driving for pleasure, and all games and other sports. An increase to 64.0 million units of participation, or a 70.2-percent increase, was predicted by 1970. A further increase of an additional 34.8 percent to 86.3 million units of participation is anticipated by the year 1980. There is no real reason why demand for swimming among San Franciscans should lag behind the SRI predictions.

- (b) An analysis of current swimming demand as reflected by reported attendance reveals the following on the basis of a suggested service radius of 1-1/2 miles (without regard to barriers):
 - o All neighborhoods except for one are served by at least two pools.
 - o Three neighborhoods are served by as many as six pools.
 - o Only the following portions of neighborhoods are beyond 1-1/2 miles from a pool:

<u>Number of Neighborhoods</u>	<u>Percent of Neighborhood Outside the 1-1/2 Mile Radius (estimate)</u>
1	50
24	20
26	40
28	5
34	5
38	20

- o Hamilton pool which serves about 21 neighborhoods ranks eighth in demand, while Larsen serves some 11 neighborhoods and yet ranks first in demand.
 - o The poor correlation between numbers of neighborhoods and actual pool usage is believed related to ethnic preference for specific pools and concern for security.
- (c) On the basis of available data, supplemented by staff and participant opinion, people are generally satisfied with the availability and quality of swimming resources. Few complaints with respect to overloading were noted.
- (d) Alternate standards were applied to San Francisco as an aid in projecting future demands. The California Public Outdoor Recreation Plan Standard which recommends one neighborhood pool (1,800 square feet) for each 3,200 population and one community pool (4,500 square feet) for each 25,000 population was rejected as excessively high and unrealistic.

Currently, the RPD supplies 160,000 square feet of public pool area. However, 80 percent of the capacity is in Fleishhacker Pool. This standard reveals an apparent deficiency in the number of pools available.

Recognizing that Fleishhacker Pool provides most of the pool surface and yet serves relatively few swimmers reveals several shortcomings:

- o In spite of an appeal of this salt-water facility to some, location, adverse climatic conditions, and lack of attractive park surroundings do not attract swimmers in numbers consistent with national, State, and Bay-area forecasts.
- o Except for Fleishhacker Pool, the west side of San Francisco is poorly supplied by pools, including year-round swimming in indoor pools.
- o The absence of 50-meter pools for amateur competition is a deficiency currently met only by the use of Fleishhacker Pool.

- (e) It can be concluded that, regardless of the apparent deficiency in the number of pools which San Francisco's population would require according to standards used to determine pool requirements, there is no immediate need for additional pools. If and when the Fleishhacker Pool is abandoned or converted to other purposes, there will be a need for at least one additional pool in the western section of the city and a need for

one or more 50-meter pools for competition. The need for swimming pools in San Francisco during the summer season is reduced because the San Francisco cool climate does not urge people to seek pools to cool off and because there is ready access to miles of beach where a variety of related recreation activities including sunbathing are possible.

(3) Recommendations

- (a) The existing pools should be maintained and upgraded to meet the current demand.
- (b) Fleishhacker Pool should be maintained to meet the demand for athletic competition until one or more 50-meter pools can be constructed in a more suitable, preferably sheltered, location. Consideration should be given to an indoor-outdoor type pool for year-round use. Construction of such a pool should be a responsibility of the schools who use it for physical education and school athletics, but it should be made available for public recreation at other times, especially during the summer.

Note: School spokesmen indicate a need for two 50-meter pools.

- (c) Efforts should be made toward greater use of pools now having low participation. This may require public transportation, more promotion, and more extensive swimming instruction. Exposure of young children in low income neighborhoods to the fun of swimming, by introducing portable pools, will pay off in their increased participation as young adults.

- (d) The RPD should adopt a statement of written objectives for the swimming program to better guide the staff on the nature and scope of leadership and services to be provided and to ensure the uniformity and effectiveness of the program.

b. Swimming Beaches

(1) Description

Swimming is available at Phelan Beach (approximately 1,000 feet) and Aquatic Park Beach (approximately 1,400 feet), with RPD lifeguards assigned during the swimming season.

Some 4.5 miles of ocean beach are also available, although use for swimming is not authorized and lifeguarding is not provided. Some use is made for surfing, however.

Attendance at Phelan Beach is large, while total attendance at Aquatic Park (for all activities) is very large.

In past years, swimming at Aquatic Park has been adversely affected by pollution problems; however, the problem will be abated through improved sewage treatment processes. As with Phelan Beach, cold water, fog in the summer, and cool winds tend to discourage swimming. Yet, with State or Federal redevelopment of the beach as part of a comprehensive system, the full potential as an outstanding water-oriented park can be realized.

Note: Actual swimming is but a part of a beach experience. Only a fraction of the participants use the water; the balance are often engaged in sunbathing, picnicing, playing games, walking, playing in the sand, barbecuing, and generally relaxing.

(2) Evaluation

- (a) Enjoying the beach (usually referred to as "swimming") continues to grow in popularity. In the summer people generally prefer the beach to swimming pools

because of the variety of activities possible, the appeal for small children, the experience of the surf, open space, opportunity for sunbathing, etc.

- (b) While San Francisco climate, cold weather, and dangerous surf tend to limit beach swimming, it is expected that a proportionate increase in beach swimming will continue roughly comparable to the forecasts shown in national studies and those made of the Bay area.
- (c) San Francisco is fortunate to have a major part of the ocean beach in public ownership, unlike much of the national shoreline.
- (d) A major problem with the ocean beach is policing it for debris and maintaining security. Concern for these problems is frequently expressed by San Franciscans using the beach for various forms of recreation.
- (e) Much of the ocean beach lacks adequate parking areas with views of the ocean and the sunset. A good view of the ocean via Great Highway is impaired by sand dunes, parked cars, and the orientation of the highway to the ocean frontage.
- (f) The full potential for an ocean-oriented park development has not been realized; previous plans assumed a relationship to Golden Gate Park, Fleishhacker Playfield and pool, and other facilities to be developed.

(3) Recommendations

- (a) Public control of the existing beach areas should be maintained to ensure their use by the public.
- (b) Beach conditions (cleanup of litter and debris) should be improved to provide maximum enjoyment by the user whose experience is adversely affected by filth and debris.
- (c) Improved parking and access to the beach should be provided by the addition of walks and stairs.
- (d) A long range redevelopment plan for an improved ocean beach park needs to be instituted. As outlined in previous studies and recent negotiations, ownership and/or redevelopment by the State and/or Federal government of a park beach benefiting people throughout the State and west coast should be encouraged.
- (e) Efforts in pollution abatement to attain and ensure clean water in San Francisco Bay and the ocean should be supported.

c. Boating and Fishing

(1) Description

Throughout the summer, facilities and programs of instruction and opportunity for participation in canoeing, rowing, and sailing on Lake Merced are provided for youth 12 to 17 years of age in cooperation with the Lake Merced Sailing Club and the Red Cross. In addition, boats are available for individual rental from a concessionaire at the boathouse.

With the construction of a safe floating pier along the northern shore of Lake Merced, youngsters from playgrounds, centers, and families have the opportunity for fishing instruction and participation. The lake is stocked with rainbow trout and is open from May to December. Fishing requires payment of a \$1.00 annual fee. A new fishing pier near Candlestick Park provides additional space for safe Bay fishing.

Attendance for all activities at Lake Merced Sports Center was reported to be 198,592 for the past fiscal year.

(2) Evaluation

- (a) Boating activities throughout the country are increasing in popularity annually. According to State of California studies for the San Francisco Bay Area, sailing and canoeing increased 58 percent from 1960 to 1970, with a further increase of 36 percent forecast by the year 1980. Water skiing increased 75 percent from 1960 to 1970, with an additional increase of 35 percent forecast by 1980, while other boating activity jumped 47.6 percent from 1960 to 1970, with a further increase of 41.5 percent predicted by 1980. Fishing increased 37 percent from 1960 to 1970, and a further increase of 21.7 percent is expected by 1980.
- (b) The impact of these predicted increases in participation suggests a probable increase in demand for facilities and programs in San Francisco. Most of the demand is for recreation opportunities within an hour's drive or less from home; hence, there is a need to expand facilities and programs in all types of boating and fishing.

- (c) Trout fishing as close as Lake Merced is a treat for San Franciscans, youth and adult alike. The staff reports that because of limited funds, stocking has lagged behind needs, contributing to poor fishing as the season progresses. Additional stocking is considered an important need.
 - (d) An inland lake such as Merced (primarily a water supply but with RPD authorization to develop for park purposes) is an excellent urban resource. Combined with the Bay and the ocean resources, it provides for an excellent combination of water-oriented activities easily accessible to San Franciscans.
- (3) Recommendations
- (a) The program of boating and fishing instruction and opportunity for participation should continue.
 - (b) The opportunity for boating and fishing experiences should be extended to serve as many children as possible.
 - (c) The fish stocking program needs improvement to maintain fishing at a reasonably high level.
 - (d) Additional Bay-oriented boating should be provided via expanded marina facilities in the Hunters Point area (see subsection V.B, Marina Yacht Harbor).

2. Arts and Crafts

a. Description

The RPD program of arts and crafts is provided through several unrelated activities. The Sharon Building in Golden Gate Park is the headquarters for the only program actually identified as "Arts and Crafts." One highly specialized program is that of Photography, located in part of the Recreational Arts Building and known as the Photography Center. Another site is the Josephine D. Randall Museum where arts and crafts programs are an integral part of a science recreation program. Each program is directed by a supervisory staff person.

(1) Sharon Arts and Crafts

The Sharon arts and crafts staff conducts a limited program of arts and crafts, primarily for children, in a small frame building shared with a concessionaire. Included in the activities are puppetry, painting, drawing, ceramics, weaving, sign making, and jewelry. Participation takes the form of class instruction, workshops, and institutes and the limited use of shop facilities. Cooperation of the School District Adult Education provides certain specialized instruction. A Mother and Preschool Child Art Workshop approach was used to bring art concepts to parents' attention. In-service training for the RPD staff encouraged them to develop arts and crafts at the playground and center level. Equipment and supplies were limited. Reference materials were negligible.

(2) Photography Center

The Photography Center is comprised of a well equipped photography laboratory with some 40 enlargers, large washing and drying equipment, a studio for taking photographs, and an auditorium for showing movies and slides. It is staffed by a skilled technician and operates 7 days. Courses in portrait lighting, color photography, and advanced darkroom techniques are offered. Darkroom facilities are available to members (2,375 in 1969-70) for a small annual fee, some of

which is utilized in the program. The balance (\$15,781 in 1969-70) is returned to the City General Fund. Various photography clubs use the services and facilities and sponsor activities such as concerts and special programs throughout the year. Attendance of 70,000 was reported for the year. Special events such as Photography Day in connection with the Centennial attracted a crowd estimated at 10,000. The Photography Center has a long history and is well known in photography circles.

(3) Junior Museum Arts and Crafts

The Junior Museum is operated in workshops provided at the Museum, and managed by a supervisory staff. The Museum has developed a varied program of creative arts and crafts as a part of a science-oriented recreation program. Included among the activities are ceramics, lapidary, wood and metal shop, weaving, tenkoku, raku, ethnic art, culinary art, and jewelry leaded glass making. Part-time and volunteer personnel direct the program which provides the opportunity for children and youth to use facilities, equipment, and tools. Excellent equipment is available for certain activities such as ceramics, while limited wood and metal working tools are available. The limited supplies are supplemented frequently by donations and "scrounging." An annual attendance of 130,500 includes those persons engaged in arts and crafts activities.

(4) Art Museums

Situated on RPD property, but administered by other agencies, are the California Academy of Science facilities (Steinhart Aquarium, Morrison Planetarium, Halls of Science, and natural history exhibits); De Young Museum featuring European, oriental, and American art; and the Palace of the Legion of Honor. All of these priceless collections maximize the opportunities for the study and intensification of art interests for recreation enjoyment.

b. Evaluation

- (1) Creative expression through graphic and manual arts meets an important human need and should

be a significant part of any sound recreation program. In most recreation systems, creative arts and crafts programs result in a substantial demand for classes, a need for facilities to practice special hobbies, and intense interest in new forms of art expression. A PRC survey of adults in San Francisco showed that arts and crafts ranked third highest among programs which should be expanded. Numerous social factors contribute to a growing desire by many, including youth, to participate in some form of art expression.

- (2) The RPD arts and crafts program is lacking in variety, quality, and accessibility in San Francisco. One exception, photography, has been developed as a specialized art to a high level of quality. As a result, participation and support are extensive. The Center is nationally known. One explanation for its success is the capability and enthusiasm of its staff, who ultimately were successful in obtaining facilities excelled at few other places in the country. On the other hand, facilities and services at the Sharon Center are sparse. The staff concedes that the program is not highly successful, but not for lack of enthusiasm. A budget is non-existent; equipment is minimal; and supplies are limited. Staff lacks training for their responsibility. Building space is cramped, and the opportunity to develop a comprehensive arts and crafts program is limited.

With some limits on equipment, space, and materials, the Junior Museum program has developed largely as a result of leaders having skills in one or more art forms. Under generally

- crowded conditions, there is active participation; outstanding creative art work is a direct result.
- (3) The arts and crafts program suffers from lack of professional supervision and coordination. Decentralization is not undesirable. However, an absence of common objectives and correlation hampers the program. Each program is "on its own," so to speak.
 - (4) Except for the Photography Center, facilities for extensive programs are inadequate in terms of space, equipment, tools, and supplies.
 - (5) Training of staff, both specialized and neighborhood, is not effective although some start has been made.
 - (6) The RPD staff places insufficient emphasis on arts and crafts.
 - (7) Neighborhood arts and crafts programs reflect relatively little supervisory staff-level guidance and encouragement, with the exception of the several workshop training sessions.
 - (8) The high quality photography program provides some photo services in covering other recreation activities; however, extensive use of the photo staff has the effect of interfering with regular photography programming.
 - (9) Communication among the several arts and crafts programs as with other staff programs is generally inadequate.
 - (10) Except for the photography program, arts and crafts participation is relatively low. A serious imbalance in emphasis on arts and crafts exists on a citywide basis. Although neighborhood centers, including the tiny tots program, include

elementary arts and crafts and senior adult activities in their programs, the net impact is significantly low by comparison with other cities that offer hundreds of adult arts and crafts classes and provide modern, well equipped shops and studios and access to highly skilled instruction.

c. Recommendations

- (1) A greatly stepped-up program of arts and crafts should be developed. This will entail an arts and crafts budget; new or improved facilities such as shop spaces, equipment, tools, and supplies; and a better trained staff at both supervisory and direct leadership levels. One method of providing shops is to negotiate with the School District for the use of junior and senior high school shop space and equipment especially for adult use. Space in large centers could be adequately equipped for shop use.
- (2) Professionally trained supervisory leadership to plan and coordinate the citywide arts and crafts program should be available.
- (3) Better coordination of all citywide and neighborhood arts and crafts programs is needed, possibly through unification of functions (see Task Force Report).
- (4) An expanded training program for the unit staff, including the summer staff, should be instituted.
- (5) With the adoption of clear-cut objectives for an arts and crafts program, better understanding and acceptance of the role of this type of recreation expression should be developed among staff at all levels. Communication should be improved through numerous techniques such as demonstrations, films, speakers, and workshops.

3. Athletics and Sports

a. Description

(1) General

Organized athletics and sports traditionally have been an important part of the recreation program in San Francisco, including not only those under RPD direction, but also those under the School District, Police Athletic League, and other agencies. Resources for athletics and sports are outstanding in many instances and include generally excellent facilities for baseball, softball, football, tennis, soccer, lawn bowling, volleyball, golf, basketball, and sailing. Some areas are floodlighted for nighttime activities.

Responsibility for planning and conducting athletics and sports in the RPD Recreation Division is divided between "Men's and Boys' " and "Women's and Girls' ," each independently organized and coordinated by supervisory level personnel. Methods of program presentation include instructional classes and clinics; organized teams and leagues for regular participation; tournaments, exhibitions, and playdays as a climax to the season; and even State and national competition in some instances. In addition, the coordination and assignment of RPD facilities for independently organized sports through Industrial Leagues, public and parochial school varsity athletic programs, and the Police Athletic League are assigned to these program specializations. Some indication of the scope of the athletic programs is revealed partially by the following discussion.

(2) Men's and Boys' Division

The Men's and Boys' Division provides the following opportunities:

Men's Baseball (RPD)	Summer League	20 teams
	Winter League	30 teams
Boys' Baseball (RPD)	Summer Leagues	112 teams (2,800 participants)
Boys' Baseball (Independent)	7 leagues	(3,000 participants)

Men's Softball (RPD)	Spring League	75 teams
	Metro League	119 teams
	Tavern League	68 teams
	(totalling 4,192 participants)	
Men's Softball (Independent)	11 leagues	(2,250 participants)

Other activities organized by the RPD or privately include basketball, touch football, track and field, table tennis, volleyball, seven-man soccer, kickball, and football for boys and bowling, basketball, tennis, volleyball, table tennis, golf, and yoga for men.

The assignment of park and playfield facilities to some 10 high schools and numerous junior high schools of the School District for their practices and varsity competition is a critical function, since there is a total lack of school facilities for baseball, soccer, and swimming.

(3) Women's and Girls' Division

This program does not exactly parallel men's and boys' activities, although there is some similarity. Cooperation is extended to women's athletics in Industrial Leagues representing 50 firms in bowling, tennis, volleyball, badminton, lawn bowling, and approximately 15 other activities. Organized activities for girls include softball leagues, basketball, track and field, mixed and girls volleyball, netball, tennis, and such special events as checkers, chess, jacks, and hula hoop.

Special emphasis on tennis through citywide and neighborhood clinics attracted some 1,500 children at 37 separate playgrounds where the clinics were staged. Several tournaments provided opportunity for highly skilled players. Supervision of the Golden Gate Park Tennis Center (21 excellent courts) for 60 hours a week during half the year is a responsibility of this division.

Services are provided to numerous independent clubs, School District high school teams, junior and senior colleges and universities, and others. The tradition of the famous Helen Wills Playground in promoting tennis is reflected in the program of resurfacing neighborhood courts to promote tennis close to home.

(4) Other

Fine Bay area lawn bowling courts are used by independent clubs as well as RPD-sponsored groups. Last year 20 tournaments were staged which included lawn bowlers from numerous foreign countries.

A special "Come Sail With Me" summer program in cooperation with the St. Francis Yacht Club boaters provided an opportunity for many children aged 8 to 16 to sail on a boat. This activity, in some instances, climaxed earlier instruction provided at the Lake Merced Sports Center.

Special "Sports In" days were organized during the summer, providing opportunities for girls to engage in informal, friendly play with girls of other neighborhoods and even other cities in some instances.

b. Evaluation

- (1) Athletics continue to occupy a prominent place in the RPD recreation program in San Francisco which has had a long tradition of emphasis on team as well as individual sports. Extensive opportunity is afforded most age groups to enjoy instruction, regular participation, and/or competition on an organized basis and "free play" use of facilities in or near their neighborhoods in most instances.
- (2) In addition to RPD-sponsored athletics, extensive use is made of RPD parks, playfields, stadiums, swimming pools, and centers for organized athletics provided by public junior and senior high schools, Police Athletic League, Industrial Leagues, and numerous neighborhood or special interest groups. Facilities are frequently taxed to the limit to meet the demand.
- (3) Substantially more opportunity has been provided boys aged 10 to 14, while boys in the 15- to 17-year range are somewhat neglected except for the highly skilled school varsity athletic programs. Undue competition by agencies for the time and interests of 10- to 14-year-old boys is evident.

- (4) Opportunities for girls' and women's activities, as in most public recreation programs, are limited in comparison to those for men and boys. This was acknowledged by respondents in a survey made by PRC.
- (5) Emphasis on citywide travel by children to engage in athletic competition has created the following problems:
 - o Excessive time used in traveling
 - o Diversion of professional leadership from playgrounds and centers
 - o Overemphasis on citywide as compared to neighborhood and district competition and participation
 - o Imbalance among neighborhood recreation programs
- (6) Lack of coordination between athletic supervisors, area supervisors, and neighborhood units with respect to the athletic activities resulted in inadequate neighborhood athletic programs and little use of some facilities.
- (7) Undue competition with other RPD program specializations has hampered desired balance among recreation program areas.
- (8) Lack of equipment and supplies has handicapped the athletic program.
- (9) In neighborhoods with limited playground space, facilities are not fully adequate for some programs such as night softball, tennis, softball, and baseball.
- (10) There is little actual coordination between the two divisions (Men's and Boys'; Women's and Girls'). Some question exists among the staff and administration regarding the necessity for current supervisory manpower. (This problem is addressed by the Organization Task Force.)

c. Recommendations

- (1) Athletic programs should continue to have emphasis because of the important contributions to participants' goals and objectives.
- (2) Provision of new facilities for swimming, athletic performances requiring stadium seating space, and the like should be arranged where feasible by, or at the expense of, the School District.
- (3) Programs should be emphasized for older teenage boys, young adults, teenage girls, and young women.
- (4) Citywide travel for athletic participation should be limited, and greater emphasis given to neighborhood and district competition to meet neglected neighborhood objectives and minimize problems.
- (5) Athletic supervisors should provide more assistance (guidelines, training, and supervision) in promoting more neighborhood athletic participation directed by a neighborhood recreation unit staff.
- (6) Steps should be taken to improve balance among recreation programs in accordance with RPD objectives by eliminating excessive staff and agency competition for the time and interests of youth.
- (7) Coordination with other public and private agencies should be improved including identifying the participants and taking steps to avoid duplication of services and negotiating agreements for the responsibilities for programs to ensure adequate services and minimize agency competition.

- (8) Adequate athletic equipment and supplies should be provided to encourage more effective decentralized athletic programs and participation at neighborhood levels.
- (9) Extensive nightlighting, especially for softball, tennis, touch football, and other field games should be installed to extend the use of existing athletic facilities.
- (10) Consideration should be given to the consolidation and/or unification of athletic supervisory staff for less duplication of effort and improved coordination of services (see Organization Task Force Report).

4. Drama and Dance

a. Description

Responsibility for this area of recreation is assigned at a supervisory level, with headquarters at the Recreational Arts Building at 50 Scott Street, adjacent to Duboce Park. Rooms for classes, meetings, and performances are available. Workshop and storage space is available for costumes and props used in citywide and neighborhood center activities.

Services include the following:

- o Instruction to all age groups in a variety of dancing (folk, square, social, modern, ballet, ethnic, etc.).
- o Regularly scheduled participation in various dances by age groupings.
- o Citywide performances by selected individuals and groups for such celebrations and observances as May Day, Stern Grove events, Columbus Day, Golden Gate Park Centennial, and other shows at such places as the Hall of Flowers, Sharon Meadows, Kezar Pavilion, and the Emporium.
- o Technical assistance to other RPD productions and to neighborhood center and playground events.
- o Workshops for staff in drama and dance activities.
- o Sewing of costumes and other miscellaneous materials in cooperation with other staff.
- o Drama and dance library services
- o Cooperation with other agencies in regional dance programs, etc.

Attendance figures for dance and dramatic presentations are not complete and tend to overlap other reported attendance. Some indication is given by the following reported figures: 12,005 at the Drama Center; 1,350 at the Carnival Day; and 730 at the May Day. Because of the nature of the citywide activities participation in many events involves large masses of people, much to the credit of this division. Examples

of high-attendance events include the Centennial Parade observed by thousands of people of all ages and a drama event provided by an outside agency (Sesame Street TV performance in Golden Gate Park) which played to an estimated 5,000.

b. Evaluation

- (1) Drama and dance activities are highly desirable types of recreation experiences which occur in many forms and settings ranging from simple TV watching to highly developed stage shows with skilled performers.
- (2) The extent of participation in RPD sponsored programs was not fully determined but is believed to be in excess of the reported attendance as interpreted in the description of services.
- (3) The impact of drama and dance on the neighborhood programming is relatively limited. Workshops, program materials, and supervisory training of other staff have been minimal, especially with summer staff.
- (4) In many instances, the drama staff is employed routinely to assist in citywide events (providing costuming, etc.). Such services are not consistent with their level of skill and organizational assignment.
- (5) The policy on fees and charges for classes is conflicting; hence, few if any charges are made for instructional services, even for adult classes which could be greatly expanded. The fact that fees go to the City General Fund discourages their collection by the staff.
- (6) Because no actual drama-dance budget exists it is difficult for the staff to plan their program effectively.

- (7) Communication with other staffs is infrequent, though very creative at times.
- (8) Attendance, especially by women and older adults, at the Recreational Arts Building is hampered by the threat of violence; frequent instances of muggings, robberies, and other violence have been reported at the Recreational Arts Building.
- (9) The balance in drama and dance programming suffers by comparison with such other activities as athletics and sports in the RPD.

c. Recommendations

- (1) Greater emphasis should be placed on drama and dance in RPD planning, budgeting, and administration to make these activities and valuable experiences available to more people of all ages, but especially for youth groups.
- (2) More use should be made of the drama-dance supervisory staff in (a) better workshops for staff to train them for direct program leadership at the neighborhood level; (b) preparation of program guides and materials for staff use; and (c) more frequent and direct supervision of neighborhood units in cooperation with the area supervisors.
- (3) More utilization of part-time and volunteer personnel for routine functions is needed.
- (4) Security measures need improvement to ensure safety to participants at the Recreational Arts Building.
- (5) More effective communication and promotion of drama and dance activities are needed to broaden participation.
- (6) Greater coordination with other cultural types of recreation is necessary.

5. Golden Gate Park

a. Description

This 1017-acre park stretches from the Pacific Ocean on the west to 3 miles east into the heart of the city. The park is a half mile wide, but its unique design and development creates the impression of even greater space. Roadways totalling over 15 miles, and 27 miles of paths and trails provide access to seclusion from the noise and distractions of the urban area. From a desolate area, the designer, Park Engineer William Hammond, created a sanctuary of natural beauty and function. Since its founding 100 years ago, Golden Gate Park has matured from an area consisting largely of sand dunes to its present status, wherein changing terrain, trees, shrubs, flowers, and turf combine with structures and water circulation systems to create a park with the capacity to meet many of man's basic needs for beauty, tranquility, and passive and active recreation.

In order to understand the role of Golden Gate Park in the RPD recreation program and services, it is best to describe the parks functions:

(1) Environmental Function

The park provides one of the most spacious areas of land within San Francisco. It is accessible to all and offers a place where people can escape the problems and complexities of crowded living spaces. The rural atmosphere of large shady glens, grassy meadows, wooded hills, and water in various forms from quiet lakes to waterfalls, gives a much desired character to the city. Special horticultural features such as the Arboretum and Botanical Garden, Conservatory, Japanese Tea Garden, and Sunset Magazine Demonstration Garden and floral displays such as a fuschia garden, tree ferns, rose garden, redwood grove, hydrangea garden, dahlia garden, tulip garden, floral clock, floral plaque, succulent garden and Garden of Fragrance, provide inspiration and add to knowledge. Picnic sites are spread throughout the area. Walks and trails for hiking, bicycling, and riding lead to extensive use of the varying terrain. Even the weather changes, cool and frequently foggy on the ocean side and sunny and warm in the protected eastern section, add to the appeal of the park.

Much of the recreational enjoyment of Golden Gate Park would be characterized as the passive use of environment largely dependent upon the quality of design, development, and maintenance rather than recreation programming in the usual sense.

(2) Cultural Educational Features

The park combines manmade buildings, structures, collections, and organized programs and provides an unusual choice of cultural-educational opportunities.

(a) California Academy of Science

The California Academy of Science is managed as a separate city agency and occupies lands in the eastern section of the park. It consists of a complex of buildings housing Morrison Planetarium, Steinhart Aquarium, and the Hall of Science. Featuring "everything under the sun," the facilities are open daily from 10:00 a.m. to 4:30 p.m. Thousands of aquatic animals and a vast collection of biological, botanical, geological, and manmade scientific creations are exhibited in a manner that provides a recreational experience for both the child and adult. Special programs which change from time to time highlight the displays.

(b) M. H. De Young Museum

This independent museum is located across the concourse from the California Academy of Science. It houses the European and American collections, as well as the world-famous Avery Brundage collection of oriental art and other frequently changed special art shows. The museum offers opportunities for the casual art patron as well as the serious art student.

(c) Music Concourse

In the center of the complex, an outdoor theater and an outdoor auditorium under a canopy of trees provide a site where band concerts and other musical and dramatic productions are presented.

(d) Hall of Flowers

This attractive building complex meets the needs of numerous garden clubs, flower shows, and other community cultural activities. It is located as an entrance to the Arboretum and adds to the varied opportunities for the gardening enthusiasts, supplementing the conservatory, arboretum, and other horticultural recreation resources.

(e) Strybing Arboretum and Botanical Garden

Within 60 acres of park land, a collection of some 5,000 native and imported plant species is maintained, including such special exhibits as the Fragrance Garden, Eric Walther Succulent Gardens, and Sunset Demonstration Garden.

(f) Conservatory

One of the older features of the conservatory is the indoor display of tropical and exotic flowers which is open daily. The conservatory is located in a setting of outdoor gardens, including a floral clock.

Other special cultural exhibits feature an historic ship, authentic windmills, and numerous statues in special settings.

(g) Japanese Tea Garden

The Japanese Tea Garden is one of the more popular features of the park. It is a small but well designed replica of a Japanese garden located adjacent to the music concourse.

(3) Active Recreation Features

Although Golden Gate Park is best known for its aesthetic qualities, it contains extensive areas and facilities for active recreation by individuals and groups. These facilities include: a 9-hole golf course; large polo grounds and stadium; a bicycle track, football field, and archery range; tennis center with 21 hard-surfaced courts; Kezar Stadium and Pavilion; bowling greens and a club house; Big Rec baseball-football fields; Anglers' Center (flycasting and bait casting

pools and club house; a model boat basin and club house; a boat livery and club house with canoeing and paddle boating; a soccer field; horse-shoe courts; a children's playground; Sharon Arts and Crafts Center; Senior Citizens Center; card shelters; an indoor basketball pavilion; riding stables; and trails for riding, hiking, and bicycling.

b. Evaluation

(1) Park Design

Emphasizing the Olmsteadian principles of New York's Central Park design, Golden Gate Park includes features superior to most urban parks. The large acreage and the emphasis on natural landscaping help make it one of America's truly great parks. In most respects, the park plan demonstrated vision for the needs of the future, even though the plan was originated some 100 years ago. Even such an idea as recycling of waste water for park irrigation was ahead of its time. It was impossible to forecast the advent of the automobile which created problems in traffic safety, air, noise, and visual pollution, and conflict in land use (parking versus open space). Nor could it have been predicted that the park would be faced with pressures to divert land to building and highway construction. Perhaps the major design error was that of constructing Kezar Stadium within the park with the surface level through traffic. Redesign has not kept pace with changing conditions and needs over the years.

(2) Park Development and Renovation

Under Park Superintendent John McLaren's guidance, development over a span of years has reflected great skill and clear-cut goals. In most instances, development demonstrated high quality materials and workmanship; the durable nature of the facilities attests to this fact. In some cases, manmade structures have become obsolete and defective. Some of the park structures are in need of extensive rehabilitation (see Maintenance Task Force Report for details).

(3) Park Use

Golden Gate Park is a heavily used recreation facility. Accurate attendance figures are not available due to the open nature of the park where admission is generally not charged or controlled. Distinguishing nonrecreation automobile travel in and through the park is difficult. Frequent visual surveys of the park at various time spans during the summer showed the following: (a) park use was very heavy during pleasant weather and especially during weekends; and (b) some functions of the park are overloaded at times. These include parking, especially at Kezar Stadium-Pavilion and the Music Concourse Area; traffic on main park drives; the Japanese Tea Garden; the Tennis Center; and the Golf Course.

The following attendance figures taken where admission and/or other attendance is taken reflect the heavy park use: Strybing Arboretum--89,814; Kezar Stadium--389,056; Kezar Pavilion--42,000; California Academy of Science--2,723,452. Attendance during a typical summer week at De Young Museum was recorded at 35,447.

As many as 100,000 people have been estimated to be in the park in one day.

An equally important concern in the use of Golden Gate Park is the quality of use, i. e., the variety of activities, the range of people (age, sex, occupations, socioeconomic status, skill levels, types of groups), and the satisfactions which result. The adult survey showed general satisfaction with recreational opportunities at Golden Gate Park.

(4) Quality of Park Maintenance

Because (as previously stated) the condition of the park environment largely determines the degree of satisfaction to the user, general comments are appropriate (see Maintenance Task Force Report for comprehensive details). The RPD concern for park appearance, safety, and function is reflected in the generally high quality of the park apparent to the average park user, especially along the most heavily traveled drives, the intensely used areas and facilities,

and other specialized facilities. Spot checks showed that the park was generally in usable condition. Garden areas such as the Arboretum and Conservatory show good quality maintenance. Tennis courts are in clean condition and nets are properly adjusted. The golf course greens and fairways were generally in satisfactory condition. Turf was usually in good condition and trees were safely and attractively pruned.

From the standpoint of the park management professional, quality of maintenance is not quite adequate. Some areas lack adequate water, benches are insufficient and in disrepair, buildings, walks, and parking lots need upgrading; drinking fountains are sometimes clogged or inoperative; trash containers are inadequate and overloaded; picnic areas are frequently littered, especially after heavy use.

(5) Problems

Problems of both a short term and a long range nature were observed in providing effective recreation programs and services in Golden Gate Park.

(a) Traffic

During athletic events in Kezar Stadium and Sunday and holiday use of the cultural area facilities, automobile traffic is excessive within the park. This delays park users, creates hazards to pedestrians, noise, fumes, and distraction, and detracts from the recreational experience. Through traffic of nonpark drivers, especially, contributes to this problem.

(b) Parking

Insufficient space for users of Kezar Stadium, California Academy of Science, De Young Museum, Japanese Tea Garden, and Music Concourse and other facilities creates an inconvenience for many and an impossible situation for others.

(c) Littering

During periods of intense park use (week-ends, holidays, and special events) litter tends to accumulate throughout

the park, causing an eyesore, creating a hazard, and interfering with the visual pleasure of park users.

(d) Vandalism

Misuses, abuse, and deliberate destruction of park properties creates hazards, interferes with functions, and detracts from the recreation experience of the park user. Replacement and/or repairs have not been prompt nor complete in some instances.

(e) Deterioration

Park use is so heavy in some instances that the quality of the park is reduced excessively. Renovation has not always been sufficient.

(f) Lack of Security

Threat of or actual bodily harm or loss of personal property has been a serious problem in past years. It has been somewhat alleviated during 1970, when special police "scooter patrols" made a strong effort to better guard the park against criminal acts. A favorable reaction to this program from both RPD staff and park patrons was noted. On the other hand, a lack of radio communication equipment for RPD employees was considered a handicap.

(g) Vegetation

Park vegetation is believed to be suffering from excessive automobile exhaust fumes. Also, trees at the west end which constitute a protective wind screen for the balance of the park have been damaged by ocean winds.

(h) Fire Hazard

The park has a high level of fire hazard and inadequate fire prevention/control systems.

(i) Master Plan

Golden Gate Park lacks a master plan for long range improvements and possible expansion to meet the growing

demands for such areas as the Japanese Tea Garden, California Academy of Science, and Kezar Stadium.

c. Recommendations

- (1) Authorization should be obtained for the development of a Master Plan for the short and long range improvement, restoration, and possible further development of Golden Gate Park to meet the following objectives:
 - (a) Ensure the maximum protection and preservation of the natural and manmade scenic values, priceless flora and fauna, and scientific collections of permanent value.
 - (b) Ensure the preservation of pastoral qualities which have made Golden Gate Park a great park.
 - (c) Provide for the enjoyment of the park resources by the most people, with minimum effect on the serenity of other park users and minimum impact on the natural and structural values.
 - (d) Determine ways of minimizing the impact of vehicular traffic on the park and its users and, at the same time, provide easy access to the park. The task will be to find ways in which nonpark traffic can be routed elsewhere and park traffic reduced or eliminated.
 - (e) Determine the best use for each area and redesign and redevelop such areas.
 - (f) Determine the most feasible ways to provide for Kezar Stadium use through possible additional parking (outside the park).
 - (g) Provide a more efficient method of park maintenance and security through modern systems of equipment and manpower utilization.

- (h) Modernize and safeguard the complete system of natural and manmade waterways and provide an adequate water supply for future requirements.
- (i) Identify present and potential adverse environmental problems which could hamper the use and enjoyment of the park, damage plant and animal life, or contribute to other problems and develop feasible programs of coping with them.
- (j) Determine the most desirable circulation patterns for pedestrians, hikers, horsemen, cyclers and provide for their movement with a minimum amount of contact.
- (k) Develop a sound policy for the long term management and operation of the park for present and future generations.
- (l) Determine possible relationships of Golden Gate Park with the Ocean Beach and other potential recreation areas in the city, as well as relationships with other public agencies ultimately involved.
- (m) Provide a master plan for the park using the following processes.
 - o Make a complete inventory of the park and all of its systems: traffic, water, drainage, sewage disposal and treatment, other utilities (electricity, gas, telephone), soil analyses, plant materials and trees, roads and paths, lighting, signs, topography, buildings and structures, and recreation functions.

- o Analyze current and future demand and carrying capacities of each component of the park.
 - o Examine psychological factors (traditions, historical values, etc.) inherent in the park.
- (2) A short term and a long range program of park repairs, renovations, and improvements should be developed based on a detailed survey and consistent with a Master Plan Report, including a plan to finance the improvements.
- (3) A more effective system of determining park use by more accurate recordkeeping, periodic attendance samplings, origin-destination traffic surveys, aerial photos, etc., needs to be established.
- (4) The quality of park maintenance should be improved where feasible.
- (5) All nonpark through traffic should be eliminated where feasible.
- (6) Additional parking areas outside of the park need development to meet the demands for special areas such as Kezar Stadium, California Academy of Science, and other park areas. Furthermore, a circulation system consisting of vehicles such as mini buses and elephant trains should be established within the park to reduce automobile traffic and its adverse effects.
- (7) Park security should be maintained and updated through improved design and development, police patrols, improved communications, and better training of RPD personnel.

6. Golfa. Description

Golf continues to have great appeal for both adults and young people. The San Francisco RPD operates six municipal golf courses: 18-hole courses include Harding Park, Sharp Park, and Lincoln Park; 9-hole courses include Golden Gate Park, Fleming Golf Course, and McLaren Park. All courses except McLaren Park Golf Course are on the west side of the city and subject to exposure from offshore winds and coastal fog. During the summer months, weather is frequently cool but is considered pleasant for golf. Courses are open throughout the fall and winter months, with less fog and more sunny days, but interrupted by rainy periods.

Harding Park Golf Course (6,651 yards long; par 72 and par 71 rating) is nationally known for its design and quality. It enjoys a picturesque setting along Lake Merced. The clubhouse is not new but meets basic needs including limited locker room space, snack bar service, and pro shop.

Lincoln Park Golf Course (5,182 yards long; par 68 and par 66 rating), is on a high bluff overlooking the Pacific Ocean with a view of the Golden Gate Bridge. The hilliness of the course produces some complaints. The clubhouse is old but has reasonably adequate space and services.

Sharp Park (6,498 yards long; par 72 and par 70 rating) is located near sea level south of the city limits near Pacifica in San Mateo County. The course is severed by the Coast Highway. The clubhouse is limited but meets minimum requirements at present.

The Golden Gate Park 9-hole course lies near the west end of the park off Kennedy Drive. It is a par 27 and is 1,357 yards long. Clubhouse facilities are minimal, i. e., limited snack facilities and lounge room.

Fleming 9-hole course is located with the Harding Park Golf Course. (2,316 yards in length; par 32 and par 31.3 rating).

McLaren Park 9-hole Golf Course (3,063 yards long; par 36 and par 36 rating) is within the generally underdeveloped 317-acre park.

Located at the south-easterly portion of the city, the course has a small but adequate clubhouse.

In addition to a schedule of greens fees roughly comparable to other public courses, special privileges are also made available to resident juniors (under 18 years of age), wherein they are permitted to play all but Harding Park Golf Course after 2 p.m. on weekdays with the purchase of a \$5.00 student card and a daily \$0.25 surcharge.

Senior citizens are also given reduced rates. Veterans are accorded special privileges, as are members of the working press, foreign consulates, and the clergy.

A registration system for residents put into effect in March 1970, together with adjusted greens fees, had as their objectives providing additional revenue; diverting play from the courses attracting the most play (Harding in particular); and providing resident preference through an opportunity for reserved starting times and reduced greens fees compared with nonresidents.

A review of rounds played in 1969-1970 as compared with previous years reveals the extent to which the objectives were met:

<u>Course</u>	<u>Rounds Played</u>		
	<u>1969-70</u>	<u>1968-69</u>	<u>1967-68</u>
Harding	93,043	101,734	114,552
Fleming	69,874	54,125	60,613
Lincoln	61,973	62,147	65,332
Sharp	74,743	68,375	79,890
Golden Gate	52,693	54,121	70,692
McLaren	<u>22,109</u>	<u>22,719</u>	<u>30,102</u>
Total	376,435	363,221	421,181

In spite of the change in fee structure and in the face of a generally depressed economy, the number of rounds played in 1969-70 increased over 1968-69 although it was lower than 1967-68. Except for the McLaren and Golden Gate Park courses, revenue exceeded budget

estimates for the fiscal year. Play was reduced at Harding, one of the purposes in the greens fee differential. At the same time, play on the Fleming Golf Course increased some 34 percent over 1968-69. Sharp Park increased 9.3 percent.

A comparison of play for the first 6 months during the calendar year further shows the possible impact of the rate schedule in effect since March 1970:

<u>Course</u>	<u>Rounds Played-- First 6 Months</u>		
	<u>1970</u>	<u>1969</u>	<u>1968</u>
Harding	45,873	63,136	65,135
Fleming	42,015	38,938	32,621
Lincoln	33,394	36,763	37,574
Sharp	38,160	42,041	47,761
Golden Gate	31,282	30,438	39,495
McLaren	<u>11,857</u>	<u>12,843</u>	<u>15,691</u>
Total	202,581	224,204	237,277

Receipts for the 1969-70 fiscal year were somewhat less than the budgeted amounts.

Responsibility for operations of the courses, including daily collection of greens fees, starting, control of play, and special activities, rests with a Recreation Division employee, under the general direction of the Golf Supervisor. Maintenance is under the supervision of the Park Division. A golf pro is in charge of merchandising, including sale of golf balls. Responsibility for each of these functions is to a separate RPD Division head, i. e., Recreation Superintendent, Park Superintendent, and Business Manager.

RPD policy restricts tournament play to Sharp and Lincoln 18-hole courses because of heavy demand and golfer complaints. Use of Harding Park Golf Course for tournaments requires special Recreation and Parks Commission authorization.

A survey of the courses, discussion with starters, and spot interviews with golfers showed general satisfaction with golf facilities and

services. Complaints were usually about the condition of the courses at times, especially problems relating to watering. A spot check of greens showed them to be in quite good condition in August after extensive play. Tees showed heavy wear, as can be expected for small tee areas. The experimental use of artificial turf on tees at Golden Gate Park has met with limited success in preserving tee grass. Players were critical of watering during play, being forced to move hoses, play around water, or shut off water while they play through.

Pro shop services seem adequate. Pros and their assistants showed courtesy in waiting on golfers. Merchandize was generally in ample supply.

Food and drink items prices in the restaurants and snack shops are controlled by Recreation and Park Commission policy.

As far as can be determined, there has been very limited waiting at the tees, probably due in large measure to reserved starting times for residents. Lincoln Park play is hampered, according to the starting clerk, because of the excessively steep terrain, although the course is considered interesting and is in reasonably good condition.

McLaren Park Golf Course suffers from several problems: the parking area is limited to an unpaved area along the access street where numerous instances of car thefts, burglary, and damage have intimidated golfers; the course, located on hilly terrain, is subject to late afternoon winds; the course is not in good condition as it has not yet matured; fairways need better drainage, regrading, and weed control.

The location of the clubhouse with relationship to the Number 1 tee is not satisfactory.

b. Evaluation

- (1) Throughout the nation, golf has been increasing in popularity; some cities have realized sufficient revenue increases to finance all operations, make improvements, and construct additional courses to meet growing demands.

- (2) Standards recommended by the National Golf Foundation (NGF) in determining the number of courses needed for a municipality use the following formula: one 18-hole golf course for the first 20,000 people, and one additional 18-hole golf course for each additional 30,000 people.
- (3) A survey shows that in addition to the six municipal golf courses in San Francisco (totaling 81 holes), the following private courses are in the city or in the immediate vicinity: Olympic Club, San Francisco Golf Course, Lake Merced Golf and Country Club, California Golf Course, and Express Hills, Colma.

Another 18-hole golf course available for limited outside public play is located in the Presidio. Other public and private golf courses located at least 45 minutes or more drive from most of the City include Coyote Point County Golf Course and Crystal Springs (semiprivate).

- (4) An apparent deficiency in the capacity of San Francisco golf courses exists in comparison with national standards; however, the current rate of play and demand do not indicate the need for additional public golf courses at this time.
- (5) There is a need for continued improvement of facilities and services at all courses, especially since the increased revenue resulting from the greens fees increase implies improvements in services.
- (6) Some people consider golf a luxury type of recreation experience, primarily for the wealthy. While this may have been true in the early days of golf, such ideas no longer prevail. Golf is popular with

people of all ages and occupations. The cost of equipment is relatively modes, comparing favorably with many other recreational pursuits. Golf has great value as a lifetime sport, especially when taught to youth during school years when the learning of skills comes easily. Golf is one of the recreational pursuits where the participant has traditionally paid his own way.

- (8) Golf courses provide scenic areas with open space of value to the community. In an era of great concern for environmental problems, it should be noted that a 50' x 50' area of turf supplies the daily oxygen requirements for a family of four. Thus, the turfed area of an 18-hole course such as Lincoln Park (approximately 200 acres) can supply the oxygen requirements for an estimated 174,000 persons every day.¹ Obviously, this formula applies to all such turfed park areas.

c. Recommendations

- (1) The existing six municipal golf courses in San Francisco are generally meeting the present and short term demand for golf, though they are substantially less than the NGF standards. No additional courses are recommended for the immediate future.
- (2) Because of probable increased demand over the long term as leisure time increases; more people especially youths learning to play as a result of instruction; an increase in retired persons; and the proportion of older people in San Francisco, an ultimate increase in golf demand may require

¹Per formula supplied by O. M. Scotts and Sons, Marysville, Ohio.

additional golf course facilities. This increased demand could be accommodated in the following ways, contingent upon conditions at the time:

- o As demand grows and play becomes excessively heavy at preferred courses, golfers can be further encouraged to play at Sharp Park, Lincoln, and McLaren, despite their lack of appeal to some golfers at present.
- o McLaren was designed for expansion to 18 holes. When the demand indicates, an additional 9-hole course should be considered at this site, together with improvements to make the course attractive and efficient to operate.
- o Nightlighting a golf course is one way to extend capacity without increasing the number of courses. Consideration should be given to the installation of floodlights at one or more courses when the demand indicates the need. Since foggy playing conditions will occur at some courses, it will be necessary to study each course before adding nightlights.
- o Additional land for golf course development will be available if and when the Federal Government vacates the Presidio as a military installation. The existing Presidio golf course could meet immediate demands, whether by the City, State, or National Park Service.
- o Lands at Ft. Funston have potential as a park, including a golf course. Lack of top soil and rugged terrain will make development costs relatively high. This factor

along with acquisition costs and the recreational purpose intended for the lands will have to be weighed.

- (3) Existing courses need continued upgrading in maintenance (see Maintenance Task Force Report), as well as long range capital improvements (see Fiscal Task Force Report).
 - o Night watering by way of an automatic irrigation system would add to the golf course capacity and improve services during play.
 - o Improvements to clubhouses should be included in short term and long range capital improvement programs. Golfers express desires for a clubhouse more appropriate for the high quality Harding Park Golf Course. Such clubhouses should include better dining facilities, an assembly room large enough for parties, dances, and other social events, expanded pro shop facilities, larger and improved locker rooms and shower facilities, storage, maintenance space, etc. Such clubhouse space would meet public demand and could produce increased revenue.
 - o Improved facilities for snacks and the purchase of golf merchandise would contribute to the enjoyment of golf as well as increase revenue.
 - o The demand for high quality courses will probably continue. Every effort should be made to upgrade the 18-hole courses sufficiently to meet the greatest demand. Course design should not only be adapted to the low handicapped golfer but should encourage the beginner and intermediate golfer.

- (4) The program of beginning and intermediate golf instruction should be expanded through the recreation centers and at the courses, especially during the "off season." Emphasis should be on instruction to young golfers. Instruction via group lessons, clinics, and demonstrations can be self supporting.
- (5) The merits of a policy of earmarking certain golf revenue for direct golf course improvements (such as the policy on fees at the Zoo) should be considered as a means of improving golf programs and services (see Task Force Report).

7. Music

a. Description

As with drama and dance activities, this function is coordinated at a supervisory level with headquarters at the Recreational Arts Building. Many of the classes and groups meeting are held at this site. In addition, classes and performances are held at numerous other sites (40 neighborhood centers and playgrounds, day camps, senior adult centers, parks, and other agencies).

Services include the following:

- o Instruction in singing and rhythm band for tots; childrens ukelele classes at five locations; teenage guitar classes for four skill levels held at five centers; flute-making classes.
- o Regular rehearsals and participation of various vocal and instrumental groups including Toy Symphony; Tillmany Orchestra; Buckner Orchestra; Golden Gate Gand; Recreation Symphony; and choral groups.
- o Special performances of the above groups at various RPD functions, citywide celebrations, parades, special events, and private agency events (such as Golden Gate Park Centennial, Stern Grove concerts, etc.).
- o Assistance to other staffs in promoting musical activities at the neighborhood level and coordination of the RPD music recreation program.
- o Provision of limited instruments and related equipment, music, etc.
- o Cooperation with various organizations including the public schools in promoting community music.

b. Evaluation

- (1) Music constitutes a valued type of recreation experience which should be emphasized in a sound public recreation program in many forms from

active performance to passive enjoyment as an appreciative listener. The music program of the RPD is very extensive; some programs are outstanding and are well received.

- (2) As with drama and dance activities, the extent of involvement in RPD musical activities is not always clearly distinguishable from other activities such as special celebrations, parades, etc. Attendance of 70,828 was reported for the Recreational Arts music center. By comparison, 135,220 was the estimated attendance for the Stern Grove concerts.
- (3) Use is made of part-time personnel in handling some of the many music groups. On the other hand, some activities such as guitar classes are directed by a senior person such as the music supervisor. This raises a question as to the effectiveness of personnel utilization.
- (4) The scope of neighborhood music programs promoted by the music division was not fully determined. However, spot checks did not indicate extensive use of music programs at the various centers and playgrounds.
- (5) Considerable demand for staff assistance in conducting citywide special events was apparent. In some instances, the supervisor was directly involved.
- (6) As with drama and dance, the policy on fees and charges was not clear, nor was this practice employed to expand self-supporting classes in adult music.

c. Recommendations

- (1) Continued emphasis should be given to music in RPD planning, budgeting, and supervision to make available musical activities to more people, especially for youth.
- (2) More use should be made of the music supervisory staff for staff training workshops and the preparation of materials for expanded neighborhood music programs.
- (3) Improved security measures are needed to ensure safety to participants at the Recreational Arts Building.
- (4) More effective communication and promotion of music activities are necessary to broaden participation in RPD-sponsored activities.
- (5) There should be greater coordination with other cultural type recreation.

8. Nature Science and Outdoor Education Programs

a. Description

This area of programming has been provided for in several ways. Josephine D. Randall Junior Museum, located at Roosevelt and Museum Way, is designed for the active involvement of children in the care and study of animal and plant life, both in the laboratory and in the field. Day camp programs and the Camp Mather family camp in the Sierras provide other types of outdoor experiences. Supplementing these organized programs is a wide array of special facilities and services offering the opportunity to study and enjoy environmental qualities and scientific displays. These facilities include San Francisco Zoological Garden; Golden Gate Park Arboretum and Conservatory; and California Academy of Science and its component biological and physical sciences exhibits. Camp Mather, another valuable resource, is extensively discussed in Section V.

The Josephine D. Randall Museum was constructed in 1953 in memory of the late Josephine Randall, a former Recreation Superintendent. The building houses small animal collections, science displays, a seismograph, an auditorium, meeting rooms, a library, workshops, a lapidary room, an astronomy laboratory, a model railroad exhibit and offices. Under the direction of a "curator" staff supervisor, an extensive year-round program of activities is presented, including the following:

- o Classes in biology, botany, marina biology, soil chemistry, paleontology, geology, and conservation
- o Field trips to collect and study specimens, including overnight campouts to the mountains
- o Tours of Bay-area points of interest
- o Lecture-demonstrations, workshops, exhibits, and movies
- o Opportunities for children to care for animals
- o Opportunities for study, using extensive science reference materials in the library (with support of the Museum Auxiliary volunteers)

- o Nature craft activities
- o Experimentation in the lab and field, including weather studies and marine ecology

Attendance was reported at 130,560 a 17-percent increase over the previous year. This figure includes 22,230 school children in 769 classes and 293 youth-center and playground groups that visited the Museum. Spot surveys showed a high level of interest and enthusiasm by children and their parents who visited the museum.

Assistance is given to neighborhood recreation units in promoting nature study programs, especially through visits to the museum, but also at other locations. Special events such as the Centennial provided an outlet for children to show their animals.

b. Evaluation

- (1) The opportunities for nature study provided through the Junior Museum, other museums, and various other environmental resources in San Francisco are unequalled elsewhere in the Bay area, and possibly in any other city. The Junior Museum is a unique RPD feature which meets children's interest in natural phenomena and provides an opportunity, unlike most zoos, for children to handle small animals.
- (2) A unique feature of the museum is the emphasis on learning as a recreation experience, dramatizing the fact that education can be enjoyable and perhaps more meaningful where acquired through fun. An observation of participants showed a high level of enthusiasm. In some instances, youngsters traveled long distances daily to care for an animal.
- (3) Facilities used to near capacity and space is at a premium. Staff has modified workshops and constructed storage space for tools. Considerable

evidence of originality and initiative is apparent in making maximum use of available resources.

- (4) Unusual dedication to the Junior Museum's function by the staff is apparent, resulting in community support and a high level of participant interest.
- (5) Some damage and losses of equipment through vandalism have been experienced.
- (6) An unsatisfactory quality of maintenance has sometimes interfered with program effectiveness.

c. Recommendations

- (1) The Junior Museum facility and program should be maintained and improved.
- (2) Some interior improvements are needed (storage cabinets and additional space for exhibits and workshops).
- (3) Additional equipment and supplies are needed for effective programming.
- (4) Some provision should be made to properly supervise the facility during the director's vacation time.
- (5) The quality of maintenance should be improved for more satisfactory program effectiveness.
- (6) Greater coordination of programming is needed, especially to develop programs at the neighborhood level.

9. Recreation for the Handicapped

a. Description

Recreation services for the handicapped are provided directly by the RPD at five centers and by contract with the Recreation Center for the Handicapped. The latter serves severely handicapped children and adults. Operating out of the Fleishhacker Pool Building and utilizing adjacent park areas, the private, non-profit agency transports handicapped persons to the Center to enjoy a comprehensive recreation experience under the direction of full-time and part-time professionals and volunteers. The Center is managed by the director-founder who serves under a policymaking board. The Center serves about 500 persons on a regular schedule. A waiting list for services exists. Recently, a "Homebound" program was started, providing recreation for persons who are not ambulatory.

The RPD-directed handicapped program is provided primarily at Jackson Center. It serves 349 registered persons, with a total attendance for 1969-70 of 10,400. Ocean View Center has 128 registered persons and an annual attendance of 2,860, while Fulton has an attendance of 546. Miscellaneous activities have additional attendance of 1,409. Other programs are located at St. Mary's and Sunset. Rate of growth for the program is reflected in the following reported attendance for the past 3 years: 1967-68--7,138; 1968-69--14,286; 1969-70--15,215.

Activities vary at each center, but include classes and opportunity for participation in such activities as woodshop, cooking, swimming, games and sports, arts and crafts, drama, etc., supplemented by special parties, tours and trips, and celebrations of birthdays and holidays. Leadership is by unit staff, with supervisory level staff coordinating programs.

The RPD policy has been to integrate handicapped persons into the normal recreation program where possible. Both youth and adults tend to participate at times and places not fully known to the staff because many such handicapped persons prefer not to be identified. In many instances, handicaps are minor in nature.

A spot survey of neighborhood units revealed one or more handicapped children as frequent participants at many centers. Total participation was not fully determined.

b. Evaluation

- (1) As is true throughout the country, providing recreation for handicapped people has been recognized by the RPD as an essential function. With limited training, background, and resources, the RPD meets the needs of many moderately handicapped people.
- (2) Recreation Center for the Handicapped meets the needs of some 500 severely handicapped who cannot be accommodated at the RPD Centers.
- (3) The total number of handicapped persons in San Francisco has not been fully determined. Some indication is the use of a percentage figure of 5 percent of the total population (per consultation with Dr. John Nesbitt, President, National Therapeutic Recreation Society). Currently, this would indicate over 35,000 handicapped persons in San Francisco. The Department of Social Welfare advises that over 14,000 persons (between 18 and 65 years of age) are on their "totally disabled" list. An estimated 4,900 totally disabled persons are over 65 years of age. This leaves a balance of 16,100 as the estimated number of handicapped children in San Francisco. No accuracy can be claimed for the figures, and they must be applied with caution, recognizing the lack of uniformity in the definition of handicapped. Furthermore, not all so-called handicapped persons are in need of special care. Nevertheless, the figures

are indicative of the scope of the problem of handicapped persons whose needs often exceed those of non-handicapped persons. An important fact that recreation agencies should recognize is that many handicapped persons have more leisure time than others, creating a serious need for recreational opportunities. For the severely handicapped, most waking hours are actually leisure hours; if put to use in constructive activities, other problems can be minimized (boredom, emotional stress, and further mental and physical deterioration). In some cases (as reported by the RPD and the Recreation Center for the Handicapped), with training and the opportunity for varied recreation experiences under professional guidance, they can be rehabilitated sufficiently to participate with non-handicapped persons.

- (4) Most optimistic attendance figures of existing RPD recreation programs for the handicapped show that only a fraction of the estimated total are being served, including the severely handicapped, where only 500 of an estimated 3,500 are served with existing resources. In summary, existing programs are falling far short of meeting total need.
- (5) Full use cannot be made of many existing RPD recreational facilities because of "architectural barriers" which are obstacles to the handicapped (lack of ramps or elevators, narrow doors, inaccessible drinking fountains, lavatories, etc.).
- (6) Efforts to provide specially designed facilities for handicapped persons have been limited but excellent. A particular example is the Garden of Fragrance designed for the blind in Strybing

Arboretum in Golden Gate Park. Along well designed walks are elevated flower and shrub beds with specimens identified by Braille markers. Special provisions to accommodate blind persons at musical programs are commendable. The improvised facilities at Jackson Center and the Center for the Handicapped at the Fleishhacker Building are steps in the right direction.

- (7) Because no specific program budget for the handicapped exists, except salaries, it is difficult for the staff to plan the services.

c. Recommendations

- (1) Study is needed to more accurately identify the number and distribution of handicapped persons in San Francisco, with special concern for those in need of special public or private agency recreation facilities and leadership. Until more valid figures are available, extensive planning will be "shooting in the dark."
- (2) Meanwhile, more extensive efforts should be made to encourage participation in regular programs where feasible. Adjustments should be made in requirements for participation; facilities should be modified where possible; and assistance should be rendered to handicapped persons wishing to engage in RPD programs.
- (3) A detailed survey using the assistance of qualified consultants should be made of all RPD parks and recreation facilities to identify "architectural barriers" which inhibit use by the handicapped. On the basis of the survey, a program of modifications should be instituted to remedy the deficiencies.

- (4) In planning the construction of new recreation facilities, nationally recognized standards in design for the handicapped should be considered to ensure that parks are easily accessible (e.g., wheelchairs via ramped curbs, paved walks, access to buildings, restrooms designed for their use, tables and benches at proper height, etc.
- (5) Encouragement should be given to other public agencies to assume direct responsibility for providing special education to assist handicapped persons in better adjusting to normal facilities.
- (6) A specific budget for handicapped recreation should be established based on an analysis of needs.
- (7) New recreation facilities should be planned with special recreation equipment to directly serve handicapped persons. For example, swimming pools require ramps and/or hoists to accommodate wheelchairs. With limited modifications, many confined to wheelchairs or requiring prosthetic devices could avail themselves of regular recreation programs.
- (8) In the planning and design of recreation facilities for senior adults, it should be recognized that physical infirmities usually accompany the aging process, requiring modification in the standards of design of such things as stairs, ramps, hand rails, etc.

10. Senior Citizensa. Description

Planning and coordinating senior citizen activities is an RPD responsibility at the specialized supervisory staff level. This includes the operation of multipurpose centers (Golden Gate Park Senior Center at 37th and Fulton and Yerba Buena Senior Center at 1111 Buchanan Street); coordination of programs through the Area Supervisor and neighborhood recreation centers (20 centers in 1970); and provision of facilities and other services at Aquatic Park Building by permit for the San Francisco Senior Center.

The latter is supported and jointly sponsored by the United Bay Area, Adult Education, and Health Departments, as well as the RPD. Using part of the lower floor of the Aquatic Park Building, an extensive program and an attractive array of facilities are provided on a daily dropin basis. Activities include instruction, special events, and such allied service as counseling in health, employment, and housing. The facility has a membership of some 1,000 and a daily attendance ranging from 50-100 and, as such, meets the needs of many older people in the north end of the city. A downtown branch operates under the same staff director in a similar manner. Both full-time and part-time professionals as well as volunteer personnel operate the center. A citizen board of directors provides policy guidance and oversees management.

The two multipurpose centers, Golden Gate Park Center (operating 7 days per week) and Yerba Buena Center, are staffed and operated by the RPD. Many of the needs of senior citizens are met on an organized (instruction, regularly scheduled events, and special program), as well as a dropin, basis. Included in the diversified program of activities are arts and crafts (ceramic, weaving, painting, sewing, etc.), dancing, variety shows, trips, discussions, games, and a variety of events featuring dining (picnics, lunches, etc.). Special events include hobby shows, celebrations, parties, etc.

Attendance at Yerba Buena Senior Center (with 400-500 members) was reported as 19,782 for the 1969-70 fiscal year, while attendance at Golden Gate Park Senior Center was 51,869 or for a total attendance of 71,651.

Attendance figures for senior-citizen participation at the 20 neighborhood units were not reported separately. A spot sampling revealed a range of participation from a mere handful at some centers to as many as 100 at the more active centers. Programs are scheduled daily in some cases and as seldom as once per week in others. An example of attendance for one area where eight center programs exist shows a weekly attendance of about 325 persons.

Census figures for the city in 1960 reported 93,608 persons 65 years of age and over or 12.3 percent of the total population of 740,000. Unofficial figures for the 1970 census provide an insight on the probable increase in the makeup of the city's senior population. Of a projected 704,127 total population in 1970, an estimated 98,500 persons over 65 years of age constitute almost 14 percent of the total population, an increase of 1.4 percent or almost 5,500 persons.

Even allowing for possible error of unofficial census figures, it is obvious that San Francisco has a relatively high percentage of older residents.

Many older people, of course, have sufficient financial resources to care for their own recreational needs. However, a substantial number need places to go and things to do, as may be inferred by the number currently on Old Age Assistance (18,535).¹

b. Evaluation

- (1) The current recreation center programs for senior citizens under the direct sponsorship of the RPD at the neighborhood centers and the two multipurpose centers, as well as the two locations of the San Francisco Senior Center, are making valuable contributions to the needs of several thousand senior citizens each week.

¹ Source: Department of Social Welfare, City and County of San Francisco.

- (2) The quality of the programs varies greatly. In the case of some RPD recreation centers, activities and participation are woefully limited due to poor quality facilities, untrained staff, lack of other resources, inaccessibility of centers, and fear of muggings and physical violence between home and the center.
- (3) No specific program budget for senior adult programming exists; thus it is difficult for the staff to plan for services.
- (4) The percentage of persons served is extremely low, though figures are not available on the people who desire but lack access to recreation opportunities. It can be surmised, however, that lack of attendance at existing centers reflects more the quality of services available, limited public information, and the above listed factors than a lack of need.
- (5) Of the adults surveyed by PRC, programs for persons over 60 years of age were listed among the most inadequate.

c. Recommendations

- (1) Existing recreation programs for senior adults should be maintained and upgraded in quality and availability.
- (2) The quality and availability of recreation programs and services should be increased to better meet the need. This will necessitate the following:
 - o Improved facilities at existing neighborhood recreation centers suited to senior adult requirements (lounge rooms, game rooms, dining facilities, improved restrooms, meeting rooms).

- o A program budget for senior adult services.
- o More equipment and supplies adapted for senior needs.
- o New multipurpose centers in high density areas accessible to senior adults.
- o A better trained staff having the essential knowledge, skills, and motivation to perform effectively.
- o More supervision and guidance rather than current part-time supervision (i. e., a portion of one full-time staff person's time).
- o Improved techniques of public information through greater liaison with public and private agencies, stepped up public relations, and effective information services to ensure that senior adults are aware of available services.
- o Better security measures to assure senior citizens that they can utilize recreation centers without endangering their lives or personal property.

11. Tiny Tot Program

a. Description

This program involves organized activities for 3- to 5-year-old children conducted at 42 recreation centers and playgrounds (usually scheduled for 1-1/2 hours, about 10:00 to 11:30 a.m., 1 or more days per week). Under the general direction of a full-time member of the staff and frequently aided by volunteer mothers, the programs are intended to assist children in their growth and development through a play experience. A small fee is frequently charged to cover costs of snacks and certain materials. Attendance for the 1969-70 fiscal year was reported as 117,201.

There is little doubt that this program is popular. A PRC survey of adults showed that parents rank the activity first among age groups considered "well served." Virtually none of those surveyed advocated that the program be eliminated. Staff opinion on its merits is divided, with many feeling that its long history as a traditional program makes continuance mandatory. Both supervisors and unit staff feel that parents would resent its deletion.

b. Evaluation

- (1) The Tiny Tot program has been one of the most popular activities sponsored by the RPD. It developed during the 1950's and has continued to expand.
- (2) This trend is similar to public recreation departments in other Bay area cities, where Tiny Tot programs prevail as an established program.
- (3) Because of the nature of the activity its success may not require the full time of a professional staff member. Thus, that member of the staff may have more time to plan and supervise a broad program of recreation events in the high priority evening periods when most youth and

older people have their leisure. A frequent complaint among staff, residents, and civic leaders is that evening programs are weak and not adequately supervised.

- (4) With the limited, controlled type of participants and the fact that they are small children, it would be possible to relieve full-time staff of direct leadership responsibility in many instances. Several alternatives are possible: (a) assign part-time staff to this task or (b) reschedule the activities to early afternoon so that full-time staff can indirectly supervise while directing other programs.

c. Recommendations

- (1) Where possible, programs should be transferred to the afternoon to permit the full-time staff to supervise other recreation activities and free play at centers and to free full-time female staff members for evening program supervision.
- (2) Where capable volunteer help is available, recruit and train volunteers to direct the program with the same advantages to the RPD.
- (3) In starting new programs, careful consideration should be given to the alternative methods for directing the program, including a possible co-operative program in which mothers assume full responsibility for financing and directing the program and the current program supervised by full-time staff is gradually phased out.

B. Neighborhood and District Recreation Programs and Services

1. Description

For the purpose of administering a comprehensive neighborhood recreation program, the Recreation Division divides the city into four geographical areas. Parks, playgrounds, and centers (referred to hereafter as "units") are roughly divided among four areas. There is a considerable difference in ethnic constituency and socioeconomic levels, as well as in the quality of the units within the areas. (See Working Paper 1 and Exhibit IV-2 for unit identification.)

Area A (northern section) comprises 18 units; Area B (east) has 15 units; Area C (west) has 19 units; and Area D (south) has 19 units.

A "unit" consists of a site (park, playground, or square) varying in size from a fraction of an acre (such as Chinese Playground--0.591 acre) to a medium-sized playground of several acres (such as Duboce--4.214 acres) to a larger park area (such as Funston Park--12.050 acres).

Buildings on the sites vary considerably in size and quality from a minimal structure referred to as a field house consisting of little more than a restroom and an office-storage room (e.g., North Beach Playground, to a slightly larger structure which includes one or more small, multipurpose playrooms and is considered a small recreation center (e.g., Visitacion Valley), to a large recreation center which includes a number of rooms, kitchen, gymnasium, and related spaces (e.g., as Milton Meyers Center at Hunter's Point).

The programs are of two seasonal types. The first is the Summer Recreation Program which offers a daily, full-time schedule of facilities' use and/or directed activities throughout the morning, afternoon, and evening during the non-school months. It includes a special program of "Summer Specials" commonly called "special events." The Summer Recreation Program staff of full-time personnel is augmented by seasonal and part-time staff to provide leadership for an expanded program. The second seasonal program is the Year-Round Recreation Program which is planned for the school year when school-aged children are not available for recreation until late afternoon. Staff consists mostly of full-time

SAN FRANCISCO BAY



- 1 Alamo Square
- 2 Alice Marble Tennis Courts
- 3 Alice Chalmers Playground
- 4 Alliyne Park
- 5 Alta Plaza
- 6 Aptos Playground
- 7 Aquatic Park
- 8 Argonne Playground
- 9 Bay View Park
- 10 Bay View Playground and Martin Luther King Jr. Outdoor Pool
- 11 Balboa Park and Pool
- 12 Bernal Community Center
- 13 Bernal Park
- 14 Brooks Park
- 15 Buena Vista Park
- 16 Cabrillo Playground
- 17 Candlestick Park
- 18 Carl Larsen Park
- 19 Carl Larsen Pool
- 20 Cayuga Playground
- 21 Chinese Playground
- 22 Chinese Recreation Center
- 23 Civic Center Plaza
- 24 Corona Heights Park
- 25 Coto Square
- 26 Cow Hollow Playground
- 27 Crocker-Amazon Playground
- 28 Dellbrook Greenbelt
- 29 Dolores Street Park Strip
- 30 Douglas Playground
- 31 Dupont Tennis Courts
- 32 Duboce Park
- 33 Eucalyptus Park
- 34 Eureka Valley Playground
- 35 Eureka Valley Community Center
- 36 Excelsior Playground
- 37 Fairmount Plaza
- 38 Ferry Park
- 39 Fleishacker Playfield
- 40 Fleishacker Pool
- 41 San Francisco Zoological Gardens
- 42 Folsom Playground
- 43 Fort Funston
- 44 Franklin Square
- 45 Fulton Playground
- 46 Funston Playground
- 47 Funston Community Center
- 48 Galvez Playground
- 49 Garfield Square and Pool
- 50 George Christopher Playground
- 51 Gilman Playground
- 52 Glen Canyon Park
- 53 Glen Park Playground
- 54 Glen Park Community Center
- 55 Golden Gate Park
- 56 Golden Gate Park Panhandle
- 57 Grand View Park
- 58 Grattan Playground
- 59 Great Highway
- 60 Hamilton Playground, Pool, and Community Center
- 61 Harding Park
- 62 Fleming Golf Course
- 63 Lake Merced
- 64 Hayes Valley Recreation Center
- 65 Haywood Playground
- 66 Helen Willis Playground
- 67 Herz Playground and Coffman Pool
- 68 Holly Park
- 69 Huntington Park
- 70 Hunters' Point Gym
- 71 Milton Meyer Recreation Center
- 72 Ina Coolbrith Park
- 73 Interior Park Belt
- 74 J.P. Murphy Playground
- 75 Jackson Playground
- 76 James Rolph Playground
- 77 Jefferson Square
- 78 John McLaren Park and Golf Course
- 79 Joseph Lee Community Center
- 80 Josephine D. Randall Junior Museum
- 81 Julius Kahn Playground
- 82 Junipero Serra Playground
- 83 Lafayette Park
- 84 Laurel Hill Playground
- 85 Levi Strauss Playground
- 86 Lincoln Park
- 87 Fort Miley
- 88 Louis Sutter Playground
- 89 Marina Small Craft Harbor
- 90 Maritime Plaza
- 91 McCoppin Square
- 92 McKinley Square
- 93 Merced Heights Playground
- 94 Midtown Terrace Playground
- 95 Miraloma Playground
- 96 Mission Dolores Park
- 97 Mission Playground
- 98 Mission Outdoor Pool
- 99 - 104 Mini-park
- 105 Mountain Lake Park
- 106 Mount Davidson
- 107 Mount Olympus
- 108 Noe Valley Playground
- 109 North Beach Playground and Pool
- 110 Ocean Beach
- 111 Ocean View Playground
- 112 Ocean View Community Center
- 113 Palace of Fine Arts
- 114 Palou-Jennings Playground
- 115 Parkside Square
- 116 Peixotto Playground
- 117 Phelan Beach State Park
- 118 Pier 54 Boat Launch
- 119 Pine Lake Park and Day Camp
- 120 Portola Playground
- 121 Portola Community Center
- 122 Potrero Hill Playground
- 123 Potrero Hill Community Center
- 124 Portsmouth Square
- 125 Presidio Heights Playground
- 126 Presidio Parkway
- 127 Raymond S. Kimbell Playground
- 128 Ridgeway Playground
- 129 Richmond Playground
- 130 Rochambeau Playground
- 131 Rossi Playground and Pool
- 132 Russian Hill Park
- 133 Seal Rocks
- 134 Sigmund Stern Grove
- 135 Silver Terrace Playground
- 136 Silver Tree Day Camp
- 137 South Park
- 138 South Sunset Playground
- 139 St. Mary's Park Playground
- 140 St. Mary's Community Center
- 141 St. Mary's Square
- 142 States Playground
- 143 Sunset Heights Park
- 144 Sunset Playground
- 145 Sunset Community Center
- 146 Sunnyside Playground
- 147 Sutro Heights Park
- 148 Telegraph Hill and Coit Tower
- 149 Telegraph Hill Park Land
- 150 Twin Peaks
- 151 Union Square
- 152 Upper Noe Community Center
- 153 Victoria Square
- 154 Visitation Valley Playground
- 155 Walter A. Haas Playground
- 156 Washington Square
- 157 West Portal Playground
- 158 West Sunset Playground
- 159 Yerba Buena Senior Center
- 160 Zoological Gardens

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personnel, plus certain part-time employees. Special events are also scheduled but on a less intensive basis.

The recreation program for the summer season, as announced in a Summer Recreation Calendar, attempts to integrate all planned activities into a composite offering by unit staff and special activities staff. The published citywide schedule, however, includes mostly specialized programming and special events. Individual unit program planning for the daily activities is delegated to unit staffs under the direction of the Area Supervisor.

The daily schedule for unit activities is developed and publicized by each unit staff, but centers around a core of Recreation Division programs most of which make provision for participation by youngsters from neighborhood units. As an example, a program of tennis instruction is established under the direction of the Womens' and Girls' Athletics at various units having tennis courts. Such classes are then fitted into the unit program. A boys' soccer league provides opportunities for teams to enter from the various units, with competition conducted according to a schedule. Field trips to Giant Baseball games, Lake Merced Sports (boating and fishing) Center, Sharon Arts and Crafts Center, and others are arranged for each area.

A comprehensive program of special activities is developed by each recreation specialization and conducted in accordance with the master schedule announced. In addition, other programs are developed according to interests generated as the summer progresses and the available staff.

Summer recreation programs include facilities and activities for adults as well as children. These include swimming at pools and beaches; classes, free swimming, competition, and exhibitions; arts and crafts at the Sharon Building, Photography Center, and Junior Museum; music activities including classes and concerts at the Recreational Arts Building, Stern Grove and at other units; and recreation programs for the handicapped integrated within daily programs or specialized at Jackson Center, St. Mary's, Fulton, Sunset, and Ocean View. Day Camp activities are conducted at Silver Tree Camp and Pine Lake Camp, with campers accommodated on a fee basis by registration.

Athletics include kickball, softball, tennis, soccer, boys' baseball, golf, and track and field. Drama and dance activities include instruction, special events, and cooperative shows presented at the Recreational Arts Building and various other units.

Unit playgrounds, centers, and parks are supervised throughout the day for unorganized "drop-in" type activities by individuals and groups, with regular play scheduled for such activities as sports and classes. Weekly special events are often scheduled for the units. The program of activities varies for each unit and is too extensive to enumerate.

Relatively limited emphasis is given to district-based program planning, except for the scheduling of field trips and the coordination of activities involving specialized staff. Certain areas such as Funston Park, and Hayward Boys' Facility constitute district "playfields" because of their size, diversity of space for athletics, and capability of accommodating large numbers of participants. The scheduling of athletic leagues and events at these areas constitutes a form of district programs. Although Area Supervisors coordinate the unit recreation programs within their area, few areawide or districtwide programs are planned.

A wide variety of special recreation programs is planned for children and adults in the summer and throughout the year. The following are listed as examples and indicate the variety of events: Boys' Track and Field Meet; Chess Tournament; City Championship Frisbee Tournament; Boys' Dodgeball Playday; Unusual Pet Day; Folk Dance Festival; Soul, Rhythm, and Blues Concert; Children's Week; Senior Citizens Day; Model Sailboat and Power Boat Regatta; Centennial Polo Match; etc.

Rounding out this program of citywide special events were tournaments in virtually all sports activities such as men's softball, girls' softball, swimming, etc.

During the school year there is less emphasis on daytime activities except for planning for special groups such as Tiny Tots, housewives, and senior adults and individual use of such facilities as golf courses, tennis courts, and other park facilities. Activities are generally conducted by unit full-time staff.

Program planning for the fall-winter-spring season is characterized primarily by (a) shifts to seasonal sports activities such as touch football, basketball, and volleyball; (b) the closing of outdoor pools; and (c) the reduction of unit field trips and day camps.

2. Evaluation

Neighborhood recreation programs and services have been neglected in comparison with citywide recreation services, special facilities, and neighborhood needs and are inadequate in many respects.

a. Areas and Facilities

Neighborhood park areas and recreation center buildings are not adequate to meet the needs of the neighborhoods.

According to national standards, neighborhood parks should be a minimum 5 acres in size, with a suggested acreage of 7.15 acres if adjoining a school and 16.0 acres as a separate park area, with space distributed as follows:

<u>Facility or Unit</u>	<u>Acreage Adjoining School</u>	<u>Separate Park</u>
Play apparatus--preschool	0.25	0.25
Play apparatus--older children	0.25	0.25
Paved multipurpose courts	0.50	0.50
Recreation center building	(1)	0.25
Sports field	(1)	5.00
Senior citizens' area	0.50	0.50
Quiet area outdoor classroom	1.00	1.00
Open or "free play" area	0.50	0.50
Family picnic area	1.00	1.00
Off-street parking	<u>(1)</u>	<u>2.30(2)</u>
Subtotal	4.00	11.55
Landscaping (buffer and special	2.50	3.00
Undesignated space (10 percent)	0.65	1.45
Total	7.65	16.00

Notes: (1) Provided by elementary school.

(2) Based on 25 cars at 400 square feet per car.

Neighborhood recreation programs are conducted through some 70 neighborhood units ranging from small separate parks to portions of larger district parks.

An analysis of the neighborhood park units reveals that 59 percent are less than 5 acres in size. Moreover, 46.3 percent are under 3 acres in size, while 26 percent (18 neighborhood parks) are under 1 acre in size. Distribution of the park units by "Area" is shown below.

Unit Distribution by Acreage and Area				
<u>Recreation Area</u>	<u>Units Under 1 Acre</u>	<u>Units With 1 to 3 Acres</u>	<u>Units With 3.1 to 5 Acres</u>	<u>Units With Over 5 Acres</u>
"A" (North)	6	2	2	8
"B" (East)	3	1	3	7
"C" (West)	7	3	3	6
"D" (South)	2	8	1	7
Totals	18	14	9	28

Further analysis reveals the following deficiencies:

- (1) Area is too small to meet the needs (detailed above).
- (2) Area is not properly designed for function, control, and ease of maintenance.
- (3) Area is not effectively lighted for safe use at night.
- (4) Recreation Center buildings are frequently too small; lack sufficient storage space and critical security features; have excessive glass; and, equally important, lack aesthetic qualities essential to a satisfying leisure experience. Low quality of materials are subject to vandalism and deterioration.
- (5) Recreation Center building is not designed and constructed for effective use, control, supervision, protection against vandalism, and ease of maintenance.

- (6) Quality of maintenance is inadequate to the extent that effective recreation use has sometimes been hampered.
- (7) In certain instances, little if any park or open space exists to meet the need, especially in areas of dense population and intensive social problems.
- (8) Some parks are located on steep terrain with little if any level area suitable for athletics and sports.
- (9) Sites are designed without regard for the problems of permanent landscaping. Trees, flowers, and shrub beds, where included, frequently are destroyed.
- (10) Sites have often been so small that little if any space can be allocated to turf or scenic areas. The result is often a drab, unattractive, asphalt area.
- (11) There is too little coordination of site planning with the schools, resulting in duplication, ineffective site plan, and a void in services.

b. Neighborhood Recreation Units

Neighborhood recreation units have not been adequately staffed.

- (1) Some recreation units have inadequate leadership in terms of skills and other qualifications.
- (2) Certain neighborhoods with high needs lack the benefit of adequate recreation leadership.
- (3) Supervision for certain neighborhood units has not been adequate due to poor security, i. e., threats or fear of violence at night by supervisory staff, inadequate transportation, i. e., city cars, and lack of radio communication systems for staff.

- (4) Because of Civil Service regulations, it has not always been possible to select and assign the most effective leader to the proper unit. Two important problems are the "rule-of-one" system used in appointing personnel and the RPD bidding system. (Please see BZ task force report for more extensive discussion.)
- (5) Policies in establishing recreation schedules have not been fully effective. In some instances, staff schedules have been established for personal convenience rather than the neighborhood needs.
- (6) Staff has not been adequately trained nor motivated.
- (7) Staff has not had the benefit of a clear-cut set of RPD long range and short range objectives nor a written statement of objectives for the specific unit.
- (8) Supervisors have not effectively supervised their 18 or 19 units presently assigned. The number is excessive.

c. Equipment and Supplies

- (1) In many cases equipment and supplies have been inadequate. There has been a lack of clear-cut understanding of funds available for each unit for program planning.
- (2) Very limited participation by unit staffs in the preparation of unit requirements in budget preparation exists; the unit staff has no knowledge of funds budgeted for the unit (if any); and there has been virtually no unit responsibility for budget control to ensure adequate equipment and supplies throughout the fiscal year.
- (3) Excessive red tape and delays exist in providing equipment and supplies needed.

d. Organized Recreation Programs and Service

Organized recreation programs and services have not been fully effective or adequate.

(1) Objectives

Written statements of objectives providing direction for recreation programs have not been developed by or available to the staff.

(2) Identification of Needs

A systematic approach to identification of neighborhood recreation needs has not been developed. Means of determining programs are weak and uncertain among staff.

(3) Program Changes

Many programs become stereotyped and continue after their value is lost. Changes in program do not keep up with changing conditions.

(4) Variety and Imagination

Much of the recreation program is considered dull and uninteresting, especially by teenagers and adults. Variety, imagination, and excitement are missing.

(5) Subordination of Neighborhood Approach

In contrast to the emphasis on citywide events and specializations, the common interests and concerns of neighborhood groups, including ethnic groups, are subordinated.

(6) Lack of Participation

For a variety of reasons, neighborhood facilities and programs are often not fully utilized. Play areas are frequently open but virtually devoid of participants.

(7) Program Planning

Program planning is not based on adequate staff preparation, training, and motivation. Frequently it is not done in advance, if at all, at the unit level.

(8) Unmet Needs

Programming for youth, young adults, girls, and women is limited. Evening programming is especially weak. Some areas have no staff and offer no program.

(9) Coordination

Programs, especially in youth activities, are not coordinated with other city youth programs. Relationship with school programming is weak.

(10) Planning Guidelines

Assistance and leadership at the Recreation Division administrative levels are not sufficient. Some programming (certain traditional events) is too inflexible and not adjusted to neighborhood needs, while inspiration and motivation of program initiative by unit staff is lacking. Some staff express the opinion that new ideas are not welcome. While this may be misinformation, such misunderstandings themselves affect staff morale and hinder good programming.

(11) Program Support

Lack of staff participation in program budgeting, the absence of specific budgets for recreation programs, and the failure to delegate budget responsibility discourage effective program planning.

(12) Community Involvement and Relationships

Limited staff participation in community and neighborhood concerns is observed by community leaders. This fact mars the professional image of the staff. Some adverse opinion regarding the dedication of the staff is expressed by other city agency staff.

(13) Public Information

Despite fine efforts by some, too little is known in the community about Recreation Division programs and services. Bulletin boards are out of date and unattractive. Flyers, posters, and other public information services (radio, TV) are not fully utilized.

(14) Evaluation

Little systematic evaluation is practiced. Attendance records are of questionable accuracy and are not utilized effectively for program review. Other methods (surveys, interviews, and formal analyses) are not often employed. Insufficient use is made of citizen evaluation. Lack of staff-developed objectives makes true evaluation impractical.

3. Recommendations

a. Areas and Facilities

- (1) A detailed inventory of all needed minor repairs, replacements, and improvements and an estimate of costs for their implementation should be made. Necessary funds should be requested to remedy the high priority deficiencies. (Please see BZ Task Force Report for more extensive recommendations.)
- (2) A short range and long range program of capital improvements should be developed to provide adequate facilities in each neighborhood. Examples of these improvements include the following:
 - o Installation of floodlighting for safety and security
 - o Installation of recreation lighting to extend the use of the existing recreation facilities
 - o Installation of essential communications equipment where feasible to improve security at neighborhood units
 - o Improvement of the quality of daily maintenance so that recreation use is not hampered
 - o Provision of additional acreage and expansion of buildings to meet minimum requirements where feasible.
 - o Obsolete buildings should be replaced with a new recreation center building, designed in accordance with minimum standards for

effective operations, security, and maintenance.

- o Recreation buildings of at least minimum size and specifications should be planned and constructed where none now exists to meet the demand in the high priority neighborhoods.
- o The quality of maintenance needs improvement to ensure reasonable safety, security, and effective use.
- o In areas where neighborhood recreation space does not now exist, as much play space as possible should be acquired to ensure that children in the high density areas are provided for. This may require condemnation and razing of buildings in some instances.
- o A Park-School Planning Committee composed of professional staff from each agency should be established to develop better liaison and coordination of planning and financing of future facilities for athletics, swimming, arts and crafts, etc.

b. Staffing

- (1) Necessary steps, including modification of Civil Service requirements which hamper the selection of qualified staff, should be taken to ensure that the best qualified person is selected for position vacancies.
- (2) Staff should be assigned to units solely on the basis of their suitability for the function involved.
- (3) Well planned system of staff orientation on the long range and short range objectives of the RPD, the Recreation Division, and the unit or function involved should be provided.

- (4) A comprehensive in-service training program should be instituted to develop philosophies and skills essential in planning and conducting effective recreation programs; the skill and energies required of a full-time training office should be utilized for this purpose, in cooperation with the general and special supervisory staff.
- (5) A regular system of personnel performance evaluation, including required evaluative interviews, written records of performance, and a plan for followup to constantly up-grade staff performance should be established.
- (6) Necessary measures must be taken to ensure that programming and staff schedules are established on the basis of neighborhood needs rather than staff convenience.
- (7) Necessary measures should be taken to provide more frequent supervision of units, including possible reduction in the number of units assigned to each Area (possible increase in the number of Areas).

c. Equipment, Materials, and Supplies

- (1) A basic list of equipment, materials, and supplies essential for the conduct of recreation programs, supplemented by items which relate to the special programs for the neighborhood involved, should be developed with the aid of appropriate staff to provide the basis for effective budget preparation.
- (2) Accountability of all such equipment, materials, and supplies should be maintained to ensure reasonable and prompt replacement, addition, and repair of damaged or obsolete items.

- (3) A safe, effective storage space should be provided for all materials and supplies and a check-out system should be established to safeguard materials and conduct periodic inventories to verify their location.
- (4) A policy regarding fundraising procedures by unit staffs should be established.
- (5) Essential equipment and supplies required for effective programming in accordance with the approved program budget should be provided.

d. Organized Recreation Programs and Services

- (1) Program objectives should be developed through the direct participation of staff, consistent with RPD goals and long range objectives. When adopted, written statements should be available to all staff, including part-time, and objectives should be reviewed periodically.
- (2) A policy on the identification of neighborhood and community needs should be established by conducting interest surveys and special studies, using advisory committees, and holding frequent meetings with community representatives, including critics.
- (3) On the basis of periodic reviews of program needs and evaluations, programs should be changed, dropped, or added. These changes should be made on the basis of community problems and trends.
- (4) Innovative and challenging types of programming and methods to capture the fancy of participants, especially the youth, should be introduced. This programming should include activities such as scuba diving, sailing, fishing and hunting trips,

back packing, contemporary music, art, and drama. The intellect of youth should be challenged through discussions, debates, and panel interviews, utilizing the radio and TV media. Self-directed youth activities and leadership need implementation. Similar techniques may be used with young adults.

- (5) Programming must be geared to the interests and desires of neighborhoods, with special reference to ethnic groups. Neighborhood pride and unity should be fostered through special events. Participation/competition may be developed on a neighborhood level as well as citywide.
- (6) A variety of techniques including better planning; staff enthusiasm; advisory groups; public information; exciting activities; better public information; more advanced planning; and use of nightlighting need consideration to increase neighborhood use of parks and centers.
- (7) Staff time must be devoted at all levels to effective program planning, followed up with better supervisory techniques to assist staff in all phases. Responsibility for program planning may be delegated, but should be reviewed at periodic intervals. Effective deadlines for planning must be established.
- (8) Areas and centers should be open during times of maximum leisure (evenings, weekends, holidays) and should be staffed accordingly. Programs must be reviewed for balance in service to special age groups, females, young adults, the seasons, and activity areas. Athletics must not be overemphasized to the neglect of other activity areas such as arts and crafts, drama, music, dance, outings, etc.

- (9) Cooperation with other agencies is needed in establishing appropriate coordinating committees at all levels to reduce duplication of services, meet needs, and minimize competition for the interests of peoples, especially small children.
- (10) A recreation program planning manual which will include goals, objectives, policies, suggestions for program planning, references, and aids should be developed with the staff contributing ideas. A comprehensive library of reference materials should be established for staff use. Periodic training sessions are needed to provide coordination.
- (11) The staff should be encouraged to become involved in neighborhood and community activities, including certain volunteer civic services. Members of the staff should be appointed as liaison representatives to various agencies for improved relationships, more staff responsibility, and increased morale. Frequent use should be made of oral and written reports by the staff.
- (12) A policy on public information services and steps to train the staff in effective techniques of public information services should be established. Stimulation of staff interest in better bulletin boards, brochures, news releases, radio/TV shows, special demonstrations, and exhibits is needed. It is important to develop an informed staff and an informed public.
- (13) A policy on evaluation of activities and programs needs establishment and implementation. Use should be made of findings in improving services and deleting unpopular, ineffective or excessively expensive programs. Frank staff discussions

should be encouraged at all levels. Recognition should be given to programs of excellence. Citizen participation should be encouraged. Special research on the effectiveness of recreation programs and services should be conducted frequently. Careful records of complaints, criticisms, and suggestions should be kept and corrective action taken where feasible. All complaints regardless of merit should be considered and the originator should be informed of action taken.

C. Evaluation of the Distribution of Community Facilities Relative to Need

An analysis of parks and recreation areas in San Francisco performed in 1954¹ concludes that "San Francisco is comparatively rich in large park lands, but is deficient in the number and distribution of its playgrounds, playfields, and small parks. The distribution of neighborhood and community recreation facilities is inequitable. The older and inner communities are provided with fewer and generally smaller facilities than the newer outlying communities." That this is still true for 1970 speaks from the fact that the citizens proposed as one of the long range objectives (LRO I) that the RPD provide "comprehensive active and passive opportunities for all age groups, equitably distributed throughout the City of San Francisco." In addition, under Long Range Objective III, Short Range Objective 2, it was proposed to "determine the priorities for providing programs and facilities by identifying neighborhoods with the greatest need."

This section of the report briefly summarizes the procedure used and the findings obtained in a quantitative evaluation of the distribution of community facilities. A more detailed description may be found in the working papers generated under this study.

1. Factors Involved in Measuring the Need for and Level of RPD Services

In determining the need for recreation services, the goals and objectives stated in Section III provide guidance by implying that priorities in community subsidized recreation services should go to those communities experiencing the brunt of social pressures created by density of population, number of youth and elderly, and low income. Socioeconomic criteria representative of these factors were therefore employed to determine the need for recreation services. For each of the city's neighborhoods, a "Need Index" was assigned as based on population density, median family income, youth population enrolled in public schools, and juvenile delinquency rate. Several other applicable

¹"Report on a Plan for the Location of Parks and Recreation Areas in San Francisco," San Francisco Department of City Planning, April 1954.

factors could have been considered, such as occupational status, child-dependency rate, ratio of public housing units to total dwelling units, and number of women in the work force. However, other studies have found that these factors are highly correlated with and therefore adequately represented by the median family income and juvenile delinquency rate indicators.

2. Identification of High Need Areas

Using statistical techniques, the four individual need indices were averaged to determine the mean index number for each neighborhood. For each neighborhood, a "resource index" was then computed from three recreational resource characteristics: staff hours per 1000 population; recreational acreage per 1000 population; and number of recreation centers per 10,000 population. A high priority schedule was then derived by subtracting the resource index from the need index for each neighborhood. This shows the relative need for recreational facilities for each of the city's neighborhoods.

The technique has proven quite useful in objectively determining the relative needs for recreational services. However, several caveats are in order. For one, the technique depends on factual demographic data on each of the city's neighborhoods. This introduces error due to two factors: (1) the census information from which the data are derived is dated 1960 and, though projections were attempted, the data may not accurately reflect the situation in 1970, and (2) the neighborhoods do not always conform to the census tracts used and there is some overlapping.

Another reason for caution is that the socioeconomic factors used in developing the need index and the factors used in developing the resource index, though statistically relevant, by their nature can provide only a partial picture of the real situation. For example, one of the resource factors used in each neighborhood is the number of staff hours per 1000 population. An aggregate factor such as this does not distinguish between the type of staff hours. Ideally, hours provided for swimming instruction should be distinguished from hours provided for

tiny-tot supervision or outdoor programming. However, this degree of disaggregation was not possible within the time and funding constraints of the study. Instead, the quantitative analysis was used to obtain the preliminary general picture with regard to recreational needs. Then the results were carefully scrutinized and interpreted using the expert knowledge and experience of the Recreation and Parks Department staff who have thorough familiarity with the area and the factors involved. Using their judgment, the preliminary findings were then modified to correct for inaccuracies in data or inadequacy of the explanatory factors. The resulting comparative needs for recreation services are shown in Exhibit IV-3 .

3. Recommendations

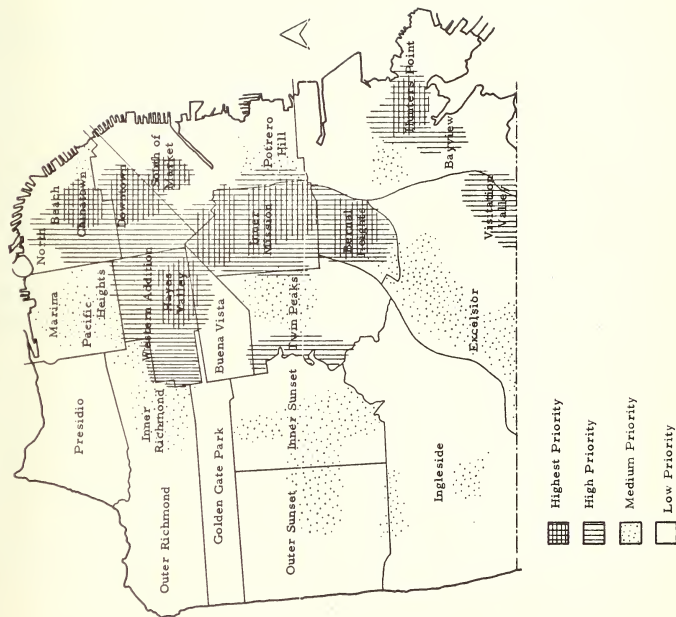
a. South of Market

This community has one of the highest need and lowest recreation resources indices of all the neighborhoods of San Francisco. The small South Park facility is the only established RPD facility in this very large district. It does not provide programming, and the small children's play lot is inadequate. It is possible and is therefore recommended that the South of Market area be provided with a recreation center with sufficient rooms for programs for teenagers, children, and senior citizens. A small gamecourt with nightlighting for security and evening recreation should be added in the limited space available. It is understood that plans for expansion are presently being drawn up. The RPD should also cooperate with the small EOC recreation center across the street in an attempt to combine recreational resources in serving this high need area. Liberal use should be made in the South of Market neighborhood of modern innovative techniques designed to supply recreational services to difficult areas such as this one. Typical of these techniques would be portable swimming pools and mobile playgrounds. Since juvenile delinquency is above average, the area would benefit from increased security. Facilities should be provided with Park Police and electronic crime fighting equipment.

It is also recommended that Franklin Square, in the adjoining neighborhood to the south, be developed to accommodate residents of

EXHIBIT IV -3 COMPARATIVE PRIORITIES FOR RECREATION FACILITIES: SAN FRANCISCO

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the South of Market neighborhood. This square is within approximately 1 mile of South of Market and, though not ideally located, is still expected to provide considerable opportunity for recreation. The RPD should coordinate with the Municipal Railway to explore methods of improving access to Franklin Square from the South of Market area.

b. Downtown

The priority in this community is caused by the dearth of RPD facilities coupled with high population density, low income, and high juvenile delinquency rate. In addition, the concentration of elderly is the highest in the city. Except for St. Mary's Square and Union Square, no other RPD recreational facilities are provided. Neither of these parks has any supervised recreation. The total population in the general area is approximately 50,000 of which a considerable portion are senior citizens. Reference ("Who Are the Senior Citizen Participants? A Constituency Study," by David F. De Marche, sponsored by the Northern California Presbyterian Homes, Inc., June 1969) states that over one-fourth of the population in this area is composed of aged persons. Thus, there would be about 13,000 senior citizens located in this area. The youth population in this area is well below average for the city.

It is recommended that over the long range, a downtown recreation center be considered with ample provision for senior citizens. Such a center would consist of about 3000 square feet of space at a minimum and would include a meeting room, office space, and a small kitchen. Because of the extremely high land values in the downtown area consideration should be given to obtaining the space in an office building.

Over the short range, bussing should be provided from the downtown area to the new Senior Citizen Center in Golden Gate Park and the existing Center in Yerba Buena.

c. Inner Mission

This area is an extension of the downtown area but differs in that it has a lower density of elderly. Public school youth population is somewhat below average for the city. Median income is well below average and juvenile delinquency is above average. These facts, combined with the below average supply of recreational RPD resources,

create the high need and priority for additional facilities. It is recommended that the Franklin Square property be developed through the addition of playfields and a recreation center. There is a double argument for the development of Franklin Square in that the residents of the adjoining needy neighborhoods of Howard/Mission and South of Market, where it is so much more difficult to add adequate facilities, could avail themselves of the opportunities offered by Franklin Square.

d. Hayes Valley

This neighborhood closely resembles and identifies with the Western addition. The limited RPD resources provided in this area are well below average compared to the needs generated by the high youth population. One cost-effective measure that would result in an immediate and significant improvement is the addition of floodlighting to the Hayward Girls Facility to enable nighttime programming of recreation opportunities. The outdoor facilities at Hayward Boys Facility are adequate, but it is recommended that the building be expanded to allow indoor programming and social activities for teenagers.

e. Bernal Heights/Peralta

This neighborhood is characterized by the well above average juvenile delinquency rate and below average supply of recreation resources. The only supervised RPD facility in this neighborhood is Bernal Playground. This is shared with the Holly/St. Mary's neighborhood to the south. The physical facility and amount of supervision is below average compared with the rest of San Francisco. It is recommended that the Bernal recreation center be completely modernized and that the present gymnasium be enlarged to standard size.

f. Western Addition

Recreation facilities in this area are above average in staff supervision and average in acreage. The Western Addition has a moderate sized youth population, a low income level, and a high population density. The only RPD facility is rated as a very good community center with a good swimming pool and gymnasium. The major weakness is its relation to Kimball Playground across the street.

Although there exists a good overpass (across busy Geary Expressway) connecting Hamilton and Kimball Playgrounds, there is not sufficient staff for supervising both. It is therefore recommended that sufficient staff be added to supervise both playgrounds effectively.

g. Haight Fillmore "Duboce"

All recreation resources in this area are below average. The neighborhood is somewhat high in population density and low in median income, resulting in an above average need index. This, combined with the minimal resources, places the neighborhood among the high priority ones. The only RPD recreation center, Duboce, is quite unacceptable in that it consists solely of a recreation director's office with two adjoining restrooms. Although the total nominal area is four acres, the terrain slopes and limits the usefulness of the acreage. The large recreational arts building at 50 Scott Street should be considered for providing programming at Duboce.

h. North Beach

This area has a moderate need index resulting mainly from a slightly above average population density. It is a higher than average income neighborhood, but is below average in RPD resources in terms of staff hours, space, and number of centers. The only center is the Helen Wills Playground, which has adequate indoor facilities but inadequate outdoor facilities. A recommendation for this center is difficult because the required outdoor expansion would be costly due to the high cost of land. It is recommended, however, that more intensive programming be initiated to partly compensate for the lack of recreational space in the neighborhood.

i. Mission

The need index for the Mission area is higher in that it has a well above average youth population and population density; a somewhat above average delinquency rate; and a below average median income. The RPD recreation resources provided are average in terms of number of centers. The total recreational acreage available, however,

is well below average, and the amount of supervision is somewhat below average. The neighborhood has four supervised recreation areas: Folsom Playground, Garfield Square, Rolph Playground, and Mission Playground. (Most of the staff at Garfield Square is engaged in swimming supervision.) In addition, the neighborhood shares the unsupervised Franklin Square and McKinley Square with neighboring communities.

All four supervised playgrounds are rated inadequate from the point of view of recreation programming. It is recommended that Folsom Playground be furnished with a small recreation facility with a multipurpose room and that the outdoor area be expanded. The extreme vandalism in the Garfield Square facility should be repaired. The Rolph recreation center should be replaced. The Mission facility, which consists simply of a small office for the recreation director and two restrooms, should be replaced by a small building with multiple purpose rooms enabling indoor recreation.

j. Hunters Point/Bayview

This area is characterized by a much higher than average youth population and delinquency rate and a lower than average median income. The population density is about average. Although supplied with above average RPD supervision, it is most inadequately served with open space. The Hunters Point RPD facility, except for nightlighting, is one of the best designed in the city. Similarly, the Joseph Lee facility is well designed. Social problems in this area are extremely pervasive and, even though staffing is above average, vandalism at Joseph Lee is most difficult to control with the existing levels of staff. It is recommended that the staff at Joseph Lee be adjusted to a level sufficient to allow both programming and prevention of vandalism. Modern communication and electronic supervision equipment should be installed to assist in the prevention of vandalism.

Another pressing deficiency mentioned earlier is the lack of open space in the form of parkland. Several alternatives present themselves, but they are complex and a specific recommendation would have to be postponed until a more extensive analysis can be made. One alternative would be the construction of a marina-park complex similar to the

Aquatic Park in the northern part of San Francisco. There appears to be sufficient demand for a second marina in San Francisco. This complex would benefit the economy of the neighborhood and provide open space and access to the Bay. A second alternative is to attempt to improve access to McLaren Park (distant about 2-1/2 miles from Hunters Point/Bayview) through coordination with the San Francisco Municipal Railway. (It should be noted that the City Planning Department has proposed development along these general lines in its South Bayshore Study, dated June 1969. Construction of three new recreation facilities, the Palon-Jennings Playground, the Galvez Playground, and the Ridgerton Playground, is planned to commence in the near future, with work commencing this spring on the Palon-Jennings Playground.)

k. Twin Peaks

The priority of this area is created by a combination of moderate need with an almost complete lack of resources. The determinants of need, i. e., youth population, delinquency, population density, and median income, are not critical. However, the area has no RPD recreation programs or supervised recreation centers. It does have the Twin Peaks Park where a recreation center could be added. In view of the above average income level of the area, a decision concerning RPD investment in facilities and programs should be delayed pending an assessment of the ability of the residents to use their own transportation in utilizing recreation facilities in nearby neighborhoods. Though this practice would be discriminating, it is believed justifiable for the near term due to the limited resources of the city in financing recreation facilities. Another alternative that should be explored is the degree to which coordination with the two nearby elementary schools can provide recreational facilities.

l. Chinatown

This area is supplied with above average RPD resources in terms of supervisory hours and number of recreation centers. However, the recreation centers, though efficiently used, are of extremely limited size. The need for additional recreational facilities

is rapidly increasing due, to a considerable extent, to the extensive immigration from Hong Kong. Concomitant with this population increase is a rapidly rising juvenile delinquency rate.

It is understood that a detailed study is presently being completed under the auspices of the San Francisco City Planning Department on housing and recreation needs. It is obvious that the needs of this neighborhood require greatly intensified programs at the Chinese Playground and the Chinese Recreation Center, as well as the North Beach Playground.

V. SPECIAL FACILITIES AND SERVICES

A. Maritime Museum

1. Background and Related Data

The Maritime Museum houses an exhibit of marine artifacts (ship models, appurtenances, reference materials, etc.), together with a collection of ships with historical value. The exhibit is located within portions of the building, adjacent lands, and water frontage areas of Aquatic Park. The Museum is owned and operated by the San Francisco Maritime Museum Association on a renewable \$1.00 per year lease authorized in 1950 by the RPD Commission in Resolution No. 94. This action followed an effort of several years by various civic leaders including Mayor Elmer E. Robinson to secure and establish a museum for marine exhibits.

The Maritime Museum Association operates under a board of directors and an independent budget. Its director, however, is an RPD Civil Service employee, responsible to the General Manager of the RPD, with a salary range of \$12,756 to \$15,504 per annum.

In addition to this financial obligation, the RPD maintains the building and pays the salaries of various maintenance and security personnel. Commercial value of the building rental space occupied by the Maritime Museum has been reported to be as much as \$50,000 per year.

Ownership of the display materials and ships rests with the Maritime Museum. All fees collected at the Museum and the Balclutha, which is on display as a fundraising venture, accrue to the Maritime Museum and are expended, along with other revenue including a portion of a city hotel tax (estimated at \$20,000 annually), as the Museum Association sees fit. The press has raised many questions concerning operation of the museum, e.g., relationships, conduct of the director, quality of exhibits, and use of funds. The relationship of the Haslett Warehouse (presently owned by the State of California and leased to Abbott Western)

to the Maritime Museum relates to a complex series of events some of which may be beyond the scope of this study.

Apparent intent originally was to establish a Transportation Museum. Recently, the State of California has considered this infeasible (a Transportation Museum has been established in Sacramento) and has authorized transfer of the structure to the City and County of San Francisco, with a June 30, 1971, deadline for acceptance.

2. The Issue or Problem

In spite of financial support by RPD and the staff responsibility of the Maritime Museum Director to the RPD General Manager, there is virtually no liaison between the two agencies.¹ No supervision of the facilities or services by RPD has been practiced; nor has such supervision been welcomed by the Maritime Museum. Yet, the RPD has been criticized for alleged mismanagement of the Museum, poor quality of Museum displays and associated services, and related business operations, including ship acquisition. In short, the RPD is subject to criticism for operations apparently beyond its control under current arrangements. The use of administrative, clerical, and other manpower is low in priority with respect to RPD objectives, yet it detracts from essential recreation services and facilities.

Haslett Warehouse ownership has been a controversial subject. The structure (an old factory building) has been converted into attractive office space while preserving its basic historic features. The lease with the State expired June 30, 1970. Whether the building can be used for other than park purposes if and when sold to the City of San Francisco is open to question, though its commercial revenue producing capability has been demonstrated by Abbott Western. As a city-owned facility, it would probably add to the drain on RPD resources without contributing to objectives.

¹The director was unresponsive to a request by PRC for an interview regarding Maritime Museum operations.

3. Conclusions

- a. The current lease arrangement with the Maritime Museum including financing the building and park use is unsound and contrary to RPD objectives.
- b. It is illogical for the RPD to pay the salary of the director and lack actual supervision and control over him.
- c. For the RPD to have an apparent though indirect responsibility for the quality of Maritime Museum exhibits without an effective method of improving services is illogical and unsound.
- d. For the RPD to have the obligation for certain expenses of the Maritime Museum without benefiting from earned revenue is unreasonable.
- e. Subsidizing the operations and, in essence, lending the prestige and sponsorship of the RPD and City and County of San Francisco to the Maritime Museum without ownership or control of valuable properties (ships, etc.) is misleading and confusing to many San Francisco residents unaware that the ships (acquired by gift and purchase) are privately owned and could be transferred elsewhere or be disposed of by the Maritime Museum of San Francisco.
- f. Important as such Museum operations may be, they do not currently rate high priority with respect to recreation services for San Francisco residents. A spot check survey during the summer revealed that the facilities were used primarily by tourists. The nature of displays (static rather than changing periodically) provides little to attract San Franciscans on repeat visits. Displays were lacking in modern interpretative techniques (lighting, animation, audio-visual materials, brochures, and guide services).

- g. Currently, the nearby Haslett Warehouse is the property of the State of California rather than the RPD. Yet, if conveyed to the City and County of San Francisco, it could become another financial responsibility of RPD similar to the Palace of Fine Arts which is owned by the State of California, leased to the city, and maintained by the RPD. Haslett Warehouse would be a burden to the RPD despite its historic values and would be rated low in priority among RPD objectives.

4. Recommendations

a. Short-Range

Terminate all relationships between the Maritime Museum and the RPD. This can be accomplished as follows:

- (1) Authorize the termination of the lease with the Maritime Museum when it expires. Subject any lease renewal to long-range considerations as hereinafter outlined.
- (2) Eliminate the Civil Service position of Museum Director within the RPD budget.
- (3) Establish reasonable rental rates for proper use of the Aquatic Park building consistent with actual operational expenses.

b. Long-Range

- (1) A Maritime Museum should be maintained in the City of San Francisco with the following alternate arrangements among those open for consideration:
 - o Alternate No. 1: Continue the Museum as an independent, nonprofit association with a permit to use certain indoor and outdoor public park spaces under a renegotiated lease which takes into account realistic costs of maintenance and operations.

- o Alternate No. 2: Negotiate the transfer of all Maritime Museum assets to the City and County of San Francisco and either establish an independent commission to be responsible for the Museum or grant that responsibility to an existing commission such as the De Young Museum or the California Academy of Science. This should be done only after a study which assures that the enterprise can be operated on a self-sufficiency basis (wherein revenue will offset operational costs and possibly even capital improvements).
- (2) The current offer of the Haslett Warehouse to the City and County of San Francisco is unrelated to the objectives of the RPD and should not be placed under its jurisdiction.

B. San Francisco Marina Yacht Harbor

1. Background and Related Data

The San Francisco Marina Yacht Harbor, which provides space for 688 boats, is strategically located along the northern shores of San Francisco in a most attractive setting. Totalling about 75 acres, it has the benefit of adequate adjacent park lands as a buffer to the south. In addition to the two basins which have existed for some years, a recently developed floating dock, including chandlery facilities and services, adds to the services of the marina. A harbormaster and five assistant harbormasters operate the marina, with responsibility for 24-hour security, daily maintenance, and direct services to the public. Ample parking is available. Mooring fees in the 1969-70 fiscal year ending June 30, 1970, were \$270,383, some \$21,000 in excess of the budget. Fees are paid at McLaren Lodge.

2. The Issue or Problem

The marina is generally used to capacity by a variety of craft ranging from small, moderately priced power and sailboats to large yachts. As with other marinas, the demand for services is increasing, placing a continuous burden on maintenance and administrative personnel and a drain on financial resources. Operations and services are hampered by lack of uniformity in the enforcement of rules and regulations which are in need of revision. Design and structural problems add to maintenance and operational problems, resulting in public criticism. The harbormaster and his staff complain about too limited resources to provide high quality services demanded by a growing boating population. There appears to be no direct relationship between mooring fees and recreation services provided. For example, power and water services are provided free without regard to quantity, with substantial wastage. There is a continuous problem of policing against unlawful overnight and year-round residency on boats.

No provision has been made for waste disposal (domestic sewage), and no plans have been made to meet this problem. As in other parts of the Bay, sewage discharges directly into the water. The potential effect

on such related facilities as the swimming beach at Aquatic Park is self-evident. In addition to deteriorating slips (especially the styrofoam buoyancy materials) "surge" is reported to be a major problem causing difficulties in navigation and damage to boats and slips. However, corrective measures are under study by the Corps of Engineers and other authorities.

With the demand for improved services and the limited financial resources currently available, the question of relative priority in recreation services to be provided is faced by the RPD. Staff, faced with demands for better neighborhood recreation facilities, programs, and services, express uncertainty about the justification of marina expenditures.

One of the problem areas in providing services is the carrying out of existing policies on registering boaters and enforcing regulations on delinquent renters, mooring violators, and related issues. Such management problems warrant detailed study and feasible solutions to ensure effective recreation program services through good staff morale and efficiency.

3. Conclusions

- a. The demand for marina facilities in San Francisco is believed to be consistent with forecasts made by the State of California in its study "Outdoor Recreation Outlook to 1980, San Francisco Bay Area Metropolitan Complex" (Planning Monograph No. 3, December 1966, The Resources Agency, Department of Park and Recreation). The report states that "the most critical deficiencies of the measurable recreation facilities in the San Francisco-Oakland and San Jose metropolitan complex are for marina slips and mooring facilities." An inventory of 3000 spaces in 1964 compares with a predicted demand for 5000 spaces by 1970 and 6800 by 1980. This pattern of demand increase coincides with a nationwide trend toward boating and resultant expenditures. Nationally, Parks and Recreation Magazine

reported in April 1968 that figures from the boating industry show some 41,375,000 persons participating in boating during the year, an increase of more than 1,000,000 over the previous year. Expenditures were estimated at \$3,000,000,000. Approximately 8,275,000 boats were estimated to be in existence at that time. All reports indicate that boating demand and related services will not diminish but rather continue to increase, especially in the San Francisco Bay Area where recreation is oriented toward water.

- b. Marina facilities are in great demand in San Francisco, not only by people in higher income brackets, but by families with modest incomes.
- c. Few activities show such tremendous growth in interest, demand, and expenditures throughout the country and especially in the San Francisco Bay as has boating.
- d. Currently, San Francisco Marina Yacht Harbor berthing facilities are used to virtual capacity (with due allowance for periodic administrative lags).
- e. The experience of marina operations throughout the country shows that boaters are generally willing to pay reasonable fees for adequate services, but tend to be critical of low quality services. Furthermore, public marina operations throughout the United States have usually demonstrated their capability of self-sufficiency from the standpoint of operational costs and revenue generated by users.
- f. It is a widely accepted responsibility of municipal recreation and park agencies to construct and operate public marina facilities, especially in those areas where the recreation interests center on water-oriented facilities and activities. San Francisco is a typical example of water-oriented recreation interests.

4. Recommendations

a. Short-Range

- (1) The RPD should continue to operate and maintain the San Francisco Marina Yacht Harbor as one of its important facilities and services.
- (2) Funds should be obtained to repair and improve marina facilities to protect the investment, prevent accidents and possible injuries and lawsuits, and improve services to boaters. Financial grant programs should be explored. Consideration should be given to the use of revenue bonds, especially for expansion of facilities.
- (3) A review of the rental rate structure is suggested. A system of assessing renters for water and electricity will reduce waste and increase revenue. The sale of marine stores equipment and supplies should be considered as a means of increasing revenue and providing better service to the boaters.
- (4) Rules and regulations for the operation of the marina should be updated. A better understanding of the policies on enforcement by RPD and other city agencies is needed.

b. Long-Range

- (1) Plans should be developed to meet anticipated restrictions against discharging sewage from all craft moored or navigating in the marina. This will require facilities to dispose of sewage from boats serviced. There is little doubt that State and/or Federal laws will be enacted in this regard consistent with the national concern about water pollution. Federal funds may be available to meet

this problem. It is essential that San Francisco's RPD be prepared with plans, estimates of costs, and the intent to proceed with a program of pollution control in its public marina area.

- (2) Consideration should be given to the future development of expanded marina facilities to meet anticipated demand. As recommended in the South Bay Shore Plan, such facilities should be located along the south bay shoreline near the San Mateo county boundary, making boating, fishing, and other bay-oriented recreation opportunities more readily available in this part of the city.
- (3) A long range capital improvement program for major expansion of marina facilities should be coordinated with other park improvements (e. g. , redevelopment plans in the Hunter's Point area).

C. Candlestick Park

1. Background and Related Data

Candlestick Park was constructed on Bayview Park property. The primary purpose of the development was to provide a facility for the San Francisco Giants baseball team, a commercial enterprise. More recently, the San Francisco 49'ers, professional football team, have contracted to play in the stadium. Little if any public recreation use of the facility is likely to occur, due especially to the expense of operation.

2. The Issue or Problem

Management of this enterprise takes an excessive amount of time by the General Manager, the Recreation and Park Commission, and the business staff and is a financial drain on both the management and maintenance functions of the Park Division.

3. Conclusions

- a. Because of the Candlestick Park financing base there is little if any likelihood that the enterprise will provide revenue in excess of that required to retire the bonds. It thus constitutes a financial liability from the standpoint of public recreation service, further diluting resources available for neighborhood recreation. Operation of Candlestick Park is basically a business enterprise not relating directly to the goals and objectives of the RPD.
- b. While it might be assumed that management of the facility would result in enhancement of the RPD image in San Francisco, quite the opposite has frequently occurred. Criticism of the RPD is heard from the renter and the patron; yet, little opportunity exists for the RPD to change policies in any appreciable

degree to meet the criticism. In short, there are few, if any, direct or indirect benefits to the RPD in having the responsibility of managing Candlestick Park, nor is there a sound justification for this responsibility.

- c. Candlestick Park is essentially a professional sports facility for commercial recreation, attracting people throughout the Bay Area, tourists, and convention visitors and creating revenue. For the spectator, it provides desired passive recreation to those willing to pay directly for such recreation services.
- d. Because it is located in a public park Candlestick Park's future as a public facility is virtually assured (a vote of the electorate is required to dispose of San Francisco public parks), even if there were not other bases for such continuance. However, there is no overriding reason for its operation by the RPD.

4. Recommendations

- a. Candlestick Park should, of course, be continued as an important city facility for professional sports and other commercial recreation and business use.
- b. Because its operation and use do not contribute to RPD goals and objectives and in fact have the effect of interfering with higher priority public recreation functions due to the drain on RPD resources, responsibility for its operations should be transferred to another city department (Real Estate, Convention Bureau, etc.) whose objectives are best met through such a business enterprise.
- c. Any services desired from the RPD should be provided through interdepartment purchase order wherein reimbursement is ensured.

D. Palace of Fine Arts

1. Background and Related Data

The Palace of Fine Arts, located on 15 acres of park fronting on the Bay, is a complex of restored masonry/architecture and sculpture representing the original structure created for the 1915 Panama-Pacific International Exhibition. After years of interim usage for various functions, the City of San Francisco and the State of California were induced to appropriate several million dollars for restoration work. Together with private gifts, the funds lead to an extensive project starting in 1964 and completed in 1966, whereby the rotunda complex was rebuilt as an exact replica of the original and the Palace was constructed as a "shell."

Subsequently, portions of the interior were developed for use by a newly created Palace of Arts and Science under the direction of Dr. Frank Oppenheimer. With minimal improvements, an extensive array of scientific exhibits were created with the cooperation of other institutions. The exhibit which is entitled "Exploratorium" has stimulated support and interest by San Franciscans.

Concurrently, plans were made for construction of a theater at the opposite end of the Palace. In its final stage of first phase development, the theater has received public acclaim and financial support from both private and public sources.

2. The Issue or Problem

This facility or complex, located on park lands under the jurisdiction of RPD, has demanded a considerable amount of time, expenditure of funds, attention of the Recreation and Park Commission, General Manager, and other staff, and use of Park Division's manpower and equipment. Meeting the pressures of special interest groups involved in promoting the development of the Palace absorbs a great deal of the management resources of the RPD--resources that are urgently needed in providing high-priority neighborhood recreation.

While large sums of money have been made available for capital improvements through private contributions, the State of California and

the City of San Francisco have not authorized appropriations necessary for regular operations, maintenance, and special repairs. This has had the effect of diverting funds which are needed elsewhere in the RPD system and adversely affecting the RPD's ability to carry out its primary mission.

In addition, major decisions regarding modifications and improvements of the Palace of Fine Arts have frequently been made at city policy-making levels without due regard to the goals and objectives of the RPD and to available resources. This places the RPD in a difficult position. It cannot oppose proposed developments supported by external pressures even though it is unable to meet the constantly increasing demands placed on it for expenditures of funds and manpower for this huge facility.

A review of the processes has shown little if any evidence of coordinated master planning in relationship to the Recreation and Park System. On the contrary, other individuals and agencies have had more voice in the improvement program than has the RPD which is currently responsible for its management.

3. Conclusions

- a. As with many such cultural and art facilities, preserving an historical structure such as the Palace of Fine Arts is sound and consistent with practices of other cities.
- b. The ease in getting substantial financial support for capital improvements is evidence of more than a passing interest in the Palace of Fine Arts as a public facility in San Francisco.
- c. On the other hand, there has been too little recognition by the Board of Supervisors of the drain on the financial and other resources of the RPD in carrying out the demands of Palace advocates. Requests for operating funds by the Park Division each year have not resulted in adequate appropriations for this purpose.

- d. Recreation benefits from operating the Palace of Fine Arts do not contribute directly to the high-priority needs and objectives of the RPD.
- e. While there is interest by some in preserving and improving the Palace of Fine Arts, there does not seem to be sufficient interest at the Board of Supervisor level to ensure an adequate RPD operational budget for this purpose.

4. Recommendations

- a. It is recommended that the State return title of the facility to the City at no cost to the City.
- b. The Palace of Fine Arts is an important historic public facility worthy of preservation, maintenance, and improvement to meet the demand for such cultural facilities and services.
- c. Because of its special appeal from a cultural arts point of view the Palace of Fine Arts should be evaluated on its own merits and established as a separate commission on a level comparable to other art commissions or placed under the jurisdiction of an existing commission (e.g., De Young Museum or California Academy of Science).
- d. Requirements for those maintenance services best provided by the RPD should be made through interdepartment purchase orders ensuring RPD departmental reimbursement.

E. San Francisco Zoological Garden

1. Background and Related Data

The San Francisco Zoological Garden (Zoo) is located on 113 acres of land adjacent to Lake Merced. As of January 1, 1970, a total of 1228 specimens and 326 species were on display, a decrease of 39 specimens and 12 species from the previous year. The Zoo has two main divisions, the Children's Storyland portion and the Zoo proper. Storyland (Children's Zoo) is operated under contract with the San Francisco Zoological Society (Zoo Society) including all operations, sale of merchandise, rides, and maintenance, including animal care. A percentage of gross receipts (5 percent) is paid as rental to the RPD under the contract. In addition, the Zoo Society has a contractual responsibility for the operation of all revenue-producing functions, except admissions to the Zoo proper, including sales of food, novelties, tours, etc., under the same percentage terms although the Business Manager of the RPD has supervisory responsibility for these functions. The annual budget is approximately \$800,000.

The Zoo is supervised by a professionally trained Zoo Director (currently president of the American Association of Zoological Gardens and Aquariums), with some 15 years' experience including duties at zoos in Lodi, California, Cleveland, and Indianapolis. The Zoo Director is responsible for supervision of the Zoo's personnel. Major repairs and improvements are made under the direction of the Park Division.

Accurate attendance figures could not be determined for fiscal year 1969-70, since admission was free and no other gate counting methods were in operation. Attendance estimates have been made on the basis of samplings correlated with sales on which there have been adequate records. These estimates originally placed annual attendance between 2.0 and 2.5 million. However, subsequent analyses indicate that these figures were high. A more reasonable estimate is 1.2 to 1.4 million visitors annually.

As a result of approval of limited admission fees effective in May 1970, the following accurate attendance figures are available for 2 months ending June 30:

<u>Paid Admissions</u>	
Adults	100,453
Children	65,693
Adults, 65 years of age and over	4,852
Groups (754)	<u>25,000</u>
	196,021
Free Admissions	<u>28,979</u>
Total Attendance	225,000

In addition, the Zoo Society reported that during the fiscal year ending September 30, 1970, 302,000 people (141,000 adults; 161,000 children) visited the Children's Zoo.

Recent figures are not available on the origin of Zoo visitors. However, a sampling some 9 years ago revealed that only about 25 percent were residents of San Francisco, with the balance as follows: other Bay area--37 percent; other California area--25 percent; other States in the U. S. --12 percent; foreign countries--1 percent. The accuracy of the sample as applied to current attendance is not known.

As a result of the admission fees established for Zoo operation and improvements in 1970, \$50,227 was realized. This money was expected to provide for essential services (veterinarian and zoologist) and for the construction of an animal hospital. The Zoo Society also held a fundraising project in which some \$30,000 was raised to help equip the hospital.

One major project during 1970 was a \$240,000 improvement of drainage to correct flooding and water contamination problems.

A "docent" program instituted involves the training and use of some 50 volunteers who provide guide services to visiting groups. This has relieved pressure on the paid staff and is an effective public relations process. The Zoo Director frequently speaks to groups in the city (18 in 1970) to explain the Zoo's programs and services.

2. The Issue or Problem

The Zoo has suffered from a lack of sufficient repairs and improvements needed to keep pace with deterioration, increased demands, and modern concepts of zoo operations. While a master plan for the expansion of the Zoo has been developed, apparent limitations on funds have curtailed capital improvements and the extension of desired operational services such as an animal hospital and attendant veterinarian services.

Operational difficulties exist with the "dual" relationships which currently exist in supervising zoo facilities and services. Technically, supervision of the contract with the Zoo Society is by the Business Manager, with the Zoo Director having a limited responsibility. In actual practice, the Zoo Society has tended to operate quite independently; e.g., making plans for improvements in the Children's Zoo wherein the Zoo Director has not been consulted to determine the desirability and logic of such public improvements. Though total responsibility for the Children's Zoo currently rests with the Zoological Society under contract, after 1973 when the contract expires the RPD and the Zoo Director may inherit facilities and operations not planned by them and not in accord with long range objectives.

The contract does not provide for a major role by the Zoo Director in supervising its compliance. With this divided responsibility, misunderstandings occur which have the ultimate effect of reducing the quality of recreation programs and services desired by the Zoo Director consistent with demand and contemporary concepts of Zoo services.

On the other hand, the restrictions imposed by city regulations make it difficult to conduct certain Zoo functions such as exchanging or disposing of surplus specimens. The apparent delays in purchasing hamper operations and, hence, program services.

Thus, the question is posed as to the most effective plan for the provision of a sound Zoo operation and service; whether the Zoo should be operated completely under the RPD, completely under private (Zoological Society) auspices, or partly under both as at present.

3. Conclusions

- a. The provision of zoological gardens as an important recreational program meets with a most popular response throughout the country and the world. Zoo type exhibits are among the older forms of planned recreation experiences. In fact, the appeal of zoos generates a great deal of volunteer support and many fundraising activities in several cities.
- b. This has been true in San Francisco where the Zoological Society, headed by an unpaid Board of Directors, has contributed valuable leadership in supporting the operation of the San Francisco Zoo and even in assuming responsibility for certain operations (Children's Zoo) and all revenue-producing operations except regular Zoo admissions.
- c. Attendance figures show that people desire this activity as a recreation experience. However, it is probable that a majority of the Zoo users are not San Francisco residents. Thus, the tax allocation for Zoo operations amounts to a subsidy to residents of other cities. This is also true to some extent with other recreation and park services provided by the RPD, including Golden Gate Park, public golf courses, etc.
- d. With increased public interest and demand, continued expansions of capacity will have to be provided, including parking and more efficient ingress and egress. Improved displays and care of animals will have to keep pace with the times or San Francisco Zoo operations and services will further decline in comparison with other zoos.

Note: The Zoo Director currently ranks the Zoo about fifteenth in the U.S., compared to its rank among the top four or five in earlier years.

- e. There are advantages in having a zoo under non-profit private management. Although a majority of city zoos are under municipal ownership and management, there appears to be a trend toward zoo-society-managed operations. The apparent advantages include the following:
 - o Increased interest by potential donors.
 - o More efficient operations with respect to revenue-producing enterprises.
 - o Less red tape in making purchases, approving capital improvements, and accepting gifts.
 - o More animal sales and exchanges.

Note: Currently, it is not considered feasible for Zoo animals to be sold directly without going through certain charter stipulations regarding disposing of surplus municipal properties. Receipts for such sales go into the general fund instead of being used for purchase of other animals or exchange. Because of the sensitive, personal nature of zoo animal exchanges this is an important justification for private enterprise not hampered by such restrictions.

- f. Any change in status of the Zoo as an RPD operation would, of course, invite a series of personnel problems. It is believed that they are not insurmountable, however, especially if adopted on a phased basis.
- g. If the Recreation and Park Commission concludes that the Zoo should continue as an RPD function, there is a need for clarification of responsibilities for Zoo programs and services.
- h. The policy decision in 1970 to approve an admission fee with funds earmarked for certain improvements in services (construction of an animal hospital and employment of a veterinarian) has showed marked success. Little if any criticism of the fees has been noted, nor have undue restrictions been placed on

those desiring to visit the Zoo. Thus, with no increased appropriation of tax funds, the much desired improvements will be made possible.

4. Recommendations

- a. The San Francisco Zoological Garden is an important public recreation program and service and should be continued.
- b. Provision should be made for a long range program of expansion and improvements including, but not limited to, the following:
 - o Conversion of the existing Fleischhacker Pool complex (building and pool) for Zoo operations, maintenance, and administration. Included in the functions possible through such conversion would be opportunity for better utilization of the salt water swimming pool system for the display of marine mammals; development of certain additional indoor small animal collections and displays; improvement of educational exhibits, including a lecture-movie hall; addition of a laboratory for such functions as animal behavior observations and studies; provision of space for preparation of displays and informational materials, a pet-lending "library," and a reference library; additional storage space, administrative space, and improved dining facilities; and expanded sale areas for educational and informational materials.
 - o Revised and improved vehicular ingress and egress for more efficient movement of Zoo traffic.
 - o Expanded parking space to accommodate an increased number of visitors and to minimize inconvenience.

- c. Consideration should be given to a possible change in the operations from one primarily under the RPD to one in which all programs, operations, and services are contracted with the Zoological Society.
- d. As an alternative concept, the RPD should retain the primary responsibility for Zoo operations and services, with the following modification of the existing contract with the Zoo Society:
 - o Clarification of the contract to ensure maximum control of all operations and services by the Zoo Director.
 - o Transfer of the supervisory responsibility for operation of the Children's Zoo to the Zoo Director, including all plans for modification, improvement, and expansions and decisions on securing, displaying, and caring for animals.

Note: Operation of all revenue-producing functions should remain with the Zoo Society.

F. Camp Mather

1. Background and Related Data

Camp Mather is located at an elevation of approximately 4500 feet on 585 acres of land 180 miles from San Francisco. The camp grounds, which include forest lands, meadows, a lake, and a variety of terrain, are situated high above the Tuolumne River. The camp is comprised mostly of Hetch Hetchy water lands and is said to have resulted from negotiations in which certain then existing recreation lands inundated by the reservoir were to be replaced by a comparable development. As a result, the camp was created and has been in almost continuous operation as a city owned and managed service. Currently, it is a "family camp," operating only in the summer from approximately June 13 to September 5. Cabins provide for varying sized families and are reserved for residents. Fees range from no charge for children under 3 years to \$8.50 per day for adult residents and \$10.00 per day for adult non-residents. Actual daily registration varied in 1970 from 89 on opening day to a peak of about 370 in mid-August.

The camp operates on a "low-key" philosophy, with a maximum of informality and a minimum of regimentation. Meals are served cafeteria style in a casual dining room atmosphere, and the menus are well planned and prepared. Campers are generally pleased with the quality of food and service.

The camp program is not highly organized though ample provision is made for the management of such hazardous facilities as the swimming pool and the lake. Families are free to plan individual and group activities, both inside and outside camp. Sack lunches are available for families to take on all day trips to nearby and distant National Park and National Forest points of interest, fishing streams, hiking trails, and scenic areas. A limited recreation staff supervises swimming, teaches youngsters, organizes sports activities, and provides for certain desired recreation programs. Little organized recreation is planned for adults.

The camp is spacious, with ample provision made for a variety of well spaced recreation facilities. One of the outstanding features is the large, irrigated turfed area, an unusual feature in the High Sierra country. Supplemented by two excellent tennis courts, a small children's wading-swimming pool, shade trees, athletic fields, and a beautiful lake, this area is heavily used by families for a variety of activities.

In summary, the camp provides opportunities for a wide range of activities including swimming, sunbathing, relaxing, tennis, volleyball, touch football, table tennis, hiking, photography, horseback riding, dancing, reading, evening campfire programs, and various social relationships revolving around picnicing, bridge, conversation, etc.

2. The Issue or Problem

The camp is in need of certain modifications and improvements as a result of some 40 or more years of operations since its origin about 1924. Faced with the need for capital budget funds, the question is whether or not the city and the RPD can justify additional expenditures and whether or not such a camp should be operated by the RPD. Corollary questions or issues are the following: Should the camp be self-supporting if it continues in operation? Should there be a greater differential in resident and non-resident fees? Does the City receive maximum benefits from its investment?

3. Conclusions

- a. The camp is located at a convenient distance from San Francisco at an elevation which has an ideal summer climate. Its setting provides for a wide range of recreation experiences. Its operation as a family camp allows enjoyment of a camp experience at a modest fee.
- b. The facilities of the camp for day-to-day activities and use are reasonably well planned, considering the age of the camp. Most of the systems have been adequate to date, though many are now in need of overhaul.

- o Water: Some dam work needed; lines need replacement, etc.
- o Sewage: System works generally effectively but needs additional capacity.
- o Drainage: Surface storm drainage needs redevelopment, especially in the vicinity of the dining hall.
- o Cabins: Cabins in need of painting; roofs need replacement; mattresses need cleaning; other minor repairs necessary.
- o Kitchen-dining hall: Needs complete renovation or replacement (roof, floor, serving counter need replacement; dishwashers worn out; hot water heaters obsolete; refrigeration systems inadequate; grills too small; unsatisfactory waste storage and disposal; no fire protection system) (see Task Force Report for detailed analysis).
- o Recreation hall: None available; dining hall now used for this purpose; a very unsatisfactory arrangement.
- o Children's pool: Side hazardous; plumbing defective, including filters.
- o Employee quarters: In serious state of deterioration (unsanitary and unsafe).
- o Electrical: No main disconnect for the camp.
- o Fire system: Reasonably adequate; no back pack pumps available; mobile unit lacking.
- o Office: Inadequate for future needs.
- o First aid station: Adequately equipped for normal problems; satisfactory arrangements to transport serious cases to Yosemite National Park or Sonora.

- o **Equipment:** The existing 1956 model truck not reliable; lawn mower worn out; miscellaneous tools totally inadequate (mostly furnished personally by engineer on duty).
- c. Throughout the years, emphasis has been on an informal, relaxed atmosphere. This policy prevails currently and is highly valued by camping families. Facilities for a wide variety of informal recreation are generally adequate. The limited recreation staff plans and directs an interesting program of recreation with emphasis on activities for smaller children, including swimming instruction, storytelling, games, and special events. Activities for youth include dances and parties, informal competition, and group outings. Both parents and teens express a need for more comprehensive and challenging programs for youth who crave adventure and excitement. Adults occasionally express an interest in organized recreation, though most are well satisfied to enjoy such spontaneous, small group activities as fishing trips for men and bridge and conversation for women. An obvious void is the lack of programs emphasizing nature study, campcrafts, and arts. Music is limited to campfire singing and chapel programs. Hiking, including overnight campouts, is neglected. In brief, too little use is made of the wealth of natural resources for broadening the interests of campers, both child and adult. A popular activity is riding, with Joe Barnes' traditional corral activities, including instruction and various types of trail rides, adding western "color," especially for children. Fishing is available at many streams and rivers, as well as at Hetch Hetchy reservoir; however, the camp staff does little to assist or encourage this activity. No equipment is provided,

even for the beginner. Swimming ranks first with campers and (including sunbathing) dominates most of the warm times of the day.

The whole experience at Camp Mather, including eating and sleeping, in essence constitutes the recreation "program." Housewives especially enjoy freedom from the chore of preparing meals and not having to ride herd on their children who are allowed to eat when they wish and with whom they wish. Many adults express keen satisfaction in the opportunity for a long night's sleep enhanced by cool, fresh air and the pleasant sounds of frogs, wind in the pines, and the total absence of city noises.

As a complete experience, then, the recreation program at Camp Mather is excellent, with the need only to expand opportunities, especially for youth.

An extensive series of interviews of campers by PRC revealed overwhelming satisfaction with staff attitude and performance, camp atmosphere, and the setting away from the city. This is the final test of the program. In this respect, Camp Mather programs and services are generally satisfactory.

4. Recommendations

- a. Camp Mather should be retained as one of the important components of the city recreation and park system. With the competition for open space and pressure on the wilderness environment, it is essential that this tract of land be preserved as an outlet to San Francisco people who wish to get beyond the reach of urban crowding, smog, noise, and the many other metropolitan environmental and social disturbances.
- b. The program staff should be better trained and expanded to plan and supervise nature, crafts, and campcraft programs, including more adventure for teenagers. However, it is not recommended that there be a substantial change in the program philosophy, i.e., a major shift to highly organized activities with excessive promotion.

- c. A new recreation building should be planned to provide more opportunity for youth activities, more effective evening activities, and programs during inclement weather and to eliminate the overlapping use of the food service/dining space for other purposes. The recreation building could be winterized for use as a dormitory for year-round use by organized groups, especially youth, in expanding the creative and adventure-type recreation programs offered, including weekend outings, fishing trips, overnight camping, pack trips, ski outings, etc.
- d. The kitchen/dining facilities should be completely renovated and modernized, or a new building constructed for efficiency, sanitation, and safety. The building should be winterized to permit year-round use of the camp by organized groups.
- e. Adequate restroom facilities should be available for year-round use of the camp.
- f. A program of immediate repairs and renovations, as well as a long range master plan for camp improvement, should be developed and provisions should be made for funding. This will ensure the protection of the investment and an orderly expansion to meet future needs.

G. Kezar Stadium and Pavilion

1. Background and Related Data

The stadium and pavilion were constructed as a result of a gift of \$100,000 from Mary A. Kezar, matched by an equal amount from the city. Built in 1925, Kezar was expanded to seat 59,600 in 1928. The problems resulting from locating Kezar in Golden Gate Park prompted a Grand Jury in 1952 to conclude: "It is probably too late to undo the evil effects of locating Kezar Stadium in Golden Gate Park, but it is not too late to adopt a policy which would prevent similar mistakes in the future."

Other locations were subsequently considered for a new stadium (including the Cow Palace area). The Candlestick Park site was ultimately developed as the home for the Giants baseball team and subsequently as a facility for the 49'ers football team. Kezar facilities have been used by a variety of high school, junior college, and professional sports organizations for football, track, basketball (pavilion), and special events.

In the 1969-70 fiscal year, revenue was \$140,270 for stadium rent and \$7,644 for pavilion rent. Revenue from food sales was \$79,339. Stadium attendance was 389,056 and pavilion attendance was 42,000, for a total of 431,056.

2. The Issue or Problem

Maintaining this extensive public stadium has been a continuous responsibility of the RPD for many years. Use has constantly increased, with expenses of operation, maintenance, repairs, and improvements also growing every year. However, proportionate increases in tax allocation have not been made to cover these increased costs; nor has full use of the revenue-producing capabilities of the stadium been made to offset costs of operation.

Use fees have been minimal in most instances, having little if any relationship to actual operating costs. Yet, some users have continued to raise funds for their own functions through gate receipts. Thus, the RPD has been subsidizing competitive athletic programs of the San Francisco Unified School District which would normally be an educational cost reflected in the budget for school districts.

A further problem is the question of how to operate this municipal stadium without adequate parking. Located within the confines of Golden Gate Park, its use seriously crowds an already overloaded park facility and contributes to enormous traffic jams.

3. Conclusions

- a. In hindsight, it has been generally acknowledged that selection of Golden Gate Park for a stadium of Kezar's capacity and use was a mistake not subject to easy remedy.
- b. Lack of parking and the improbability of adequately solving the problem without extensive and costly land acquisition casts a shadow on the future of the facility. Yet, it represents a substantial investment in public funds which cannot be written off lightly (estimated land value of \$222,823 and improvements valued at \$1,105,415, or a total of \$1,328,246 in 1961).
- c. The need continues for a site for high school and other amateur athletic events. The San Francisco Unified School District does not have a similar facility in which to stage its athletic events.

4. Recommendations

- a. Kezar Stadium is needed as a municipal stadium for high school and other amateur sports activities and other public events. Until long range plans can be made for a replacement stadium at a site where adequate parking and access to public transportation can be made available, it should be retained.
- b. Meanwhile, the San Francisco Unified School District should share in the costs of operations and improvements. This could be accomplished by adjusting rental fees to include a percentage of all gate receipts, or by an annual school subsidy as the school's share of stadium expenses.

- c. With use limited to events attracting smaller crowds after the departure of the 49'ers, parking problems will be somewhat reduced. Consideration could be given to the provision of increased parking, possibly by the construction of a multilevel parking garage financed through revenue bonds retired through parking receipts. This might entail the removal of Kezar Pavilion for required space, assuming that its loss is not in conflict with the long range Golden Gate Park Master Plan.

Note: This problem is complex and does not lend itself to an easy solution. A related issue is that of the policy restricting further buildings in Golden Gate Park. Merely providing sufficient parking will not satisfy traffic problems in and around Golden Gate Park, a problem that should be remedied. It would be possible to alleviate Golden Gate Park traffic and parking problems by providing such a public parking garage at the Stadium and shuttle-bus or "elephant-train" type transportation throughout Golden Gate Park. As an additional asset, this type of transportation would reduce vehicular noise and pollution in the park. A comprehensive study should be made of alternative methods of solving these interrelated problems in a recommended Golden Gate Park Master Plan.

H. Scenic Highways, Boulevards, and Streets

1. Background and Related Data

Over the years the RPD has found itself responsible for the maintenance of miles of landscaped areas along the Great Highway, Park Presidio Boulevard, Dolores Street, and other thoroughfares. These thoroughfares are used in undetermined proportions for both business and pleasure driving. Park Presidio Boulevard, as an example, is primarily a heavily traveled business thoroughfare. Large amounts of manpower and equipment are required for regular maintenance and for the special measures required to keep the areas open to traffic (e. g., clearing the Great Highway of drifting sands).

2. The Issue or Problem

Regular maintenance and special repairs and improvements (such as removing heavy deposits of sand which drift onto the Great Highway) require a substantial expenditure of funds and a diversion from other park maintenance functions, while not contributing greatly to the high-priority objectives of the RPD.

3. Conclusions

- a. It is desirable to have landscaped, scenic highways, boulevards, and streets. Both State and Federal agencies have developed plans for such a scenic highway system, and some proportion of funds is allocated for beautification purposes. Such responsibilities are also assumed by city street divisions.
- b. It is logical to assign the maintenance functions for streets, highways, and boulevards to the streets division of the Department of Public Works as part of its routine function, rather than to the RPD.

4. Recommendations

- a. Responsibility for regular maintenance of landscaped areas of the Great Highway, Park Presidio Boulevard,

Dolores Street, and other such landscaped areas or thoroughfares in San Francisco should be transferred to the Department of Public Works.

- b. No such additional maintenance responsibility for road, street, and boulevard maintenance should be assigned the RPD without their concurrence that the facility contributes directly to the objectives of the RPD and is deserving of high priority in meeting recreation needs for the city.

I. Maritime (Alcoa) Plaza

1. Background and Related Data

A small outside area over a new parking garage located at Clay and Washington between Battery and Davis in the central business district adjacent to the Alcoa Building was developed as a landscaped plaza. It includes paved patios, planter beds, shrubs and trees, a fountain, artistic lighting, sculpture, and other art works. Construction was by Golden Gateway Center, Inc., a non-profit parking authority. The Area was dedicated as a park by the Board of Supervisors and assigned to the RPD for maintenance.

2. The Issue or Problem

Funds were not authorized for maintenance of the park; other park maintenance funds were diverted for this purpose. This has diluted the resources available to the RPD in fulfilling its obligations in meeting the neighborhood recreation needs.

3. Conclusions

- a. The Plaza is an attractive downtown landscape feature which adds to the beauty of the Alcoa building complex. It serves office workers and others having business at this location. While the plaza has some park characteristics, it is essentially oriented toward area businesses and is not a typical public park or square.
- b. It has become common practice for business and industry to provide landscaped settings for their buildings, under encouragement from city government, and to assume responsibility for development and maintenance. Landscaping is sometimes a condition of site approval. This does not necessarily imply a public responsibility for maintenance, even though the area is used and enjoyed by the public in their daily work in the business district.

- c. The assignment of this area to the RPD for maintenance imposes a continuous drain on resources more urgently needed elsewhere in the park system. The expensive lighting fixtures, fountains, and sculpture are subject to vandalism, and replacement and/or repair costs will be high.
- d. Assuming this maintenance responsibility is contrary to the RPD's high-priority park maintenance functions and incompatible with available resources. Dedication of the plaza as a park should have been done only upon recommendation from the Recreation and Park Commission.

4. Recommendations

- a. Consideration should be given to the transfer of this facility maintenance responsibility to the parking authority or the businesses directly benefiting from the plaza.
- b. If this is not feasible, maintenance should be provided on a contractual basis based upon careful estimates of costs including equipment, manpower, and supplies needed.

VI. IMPLEMENTATION

The detailed discussion of implementation is beyond the scope of this study. Therefore, this section gives only a cursory discussion of possible ways for implementing the recommendations made in this report. To the extent possible, broad planning estimates of the cost of carrying out the recommendations are also given. The cost estimates are documented in the Appendix and are limited to the costs of constructing the facilities and purchasing the equipment. Land acquisition costs are not included since detailed information on site location is required before these can be estimated. These costs must be based on the subsequent recommendations regarding staff levels, organization structure, and maintenance policy to be made by the Maintenance, Recreation, and Fiscal Task Forces on the Plan for Action.

Sections I, IV, and V contain recommendations that fall in two broad classes: those where implementation can commence during the first year and those that are capable of solution only over the 1970-1990 long term. As planning progresses and more detail becomes available, it would be possible to introduce a near term period covering the approximate 1972-1976 period.

The short term addresses those recommendations that do not require extensive funds for carrying out but, rather, depend on strengthening of coordination with other departments, changing methods of running programs, and the shifting to other organizations of those departmental obligations that do not relate to the Department's objectives. This amount would finance interim measures such as mobile recreational equipment, nightlighting in the most urgent areas, and expansion and modernization of nine facilities.

A significant source of funds, beyond those provided by the city, consists of the Federal Government and the State of California. There is great uncertainty as to the availability of these funds due to the regularity of change of the guidelines relating to the eligibility of municipalities

for funding. However, if a bond proposal is approved, it is anticipated that significant amounts of Federal and State funds will be available on a matching basis for recreational development.

The long term recommendations generally deal with the task of bringing San Francisco up to the recreational standards for indoor and outdoor facilities as set forth by the National Recreation Association and the Bureau of Outdoor Recreation. It should be emphasized at this point that, as documented in Appendix 5, all neighborhoods in San Francisco have a need for refurbished, expanded, and modernized facilities. For example, the Outer Richmond neighborhood has, relative to other neighborhoods in San Francisco, an ample supply of recreational facilities. This, combined with the fact that it is an affluent neighborhood with few socioeconomic problems, relegates it to a low priority status with regard to meeting immediate needs. Nevertheless, it has definite need for more adequate facilities. The areas's five RPD facilities, Rochambeau Playground, Richmond Playground, Argonne Playground, Fulton Playground, and Cabrillo Playground, badly need refurbished playground equipment, i. e., equipment more appealing to children. The facilities, though well spread throughout the neighborhood, are too small and none can perform the important Community Center function of focusing the neighborhood's recreational activities and fostering community identity--an important RPD objective (LRO I, SRO I).

It should be noted that several projects in San Francisco are presently in the advanced planning or construction phase and will have considerable impact on meeting the high priority neighborhood needs in the city. These are the construction of Ferry Park, the proposed development plan for the South Bayshore, and the recreation and land-use study for the Chinatown area. The latter two studies are being performed under the auspices of the City Planning Department, and it is assumed in this report that the results will be implemented.

A. Phase I: Implementation that Can Commence Within the First Year

1. Adopt the proposed RPD objectives listed in Section III (Recreation and Park Commission)

2. For each unit, area, and specialization, clearly define its mission by means of a written statement of objectives. This statement should be derived through direct staff involvement and should be consistent with the higher level RPD objectives listed in Section III. (RPD)
3. As soon as data from the 1970 Census become available (anticipated during the summer, 1971), reevaluate the neighborhood needs for recreational facilities. (RPD)
4. Clarify policies for selection, assignment, and training of personnel. (Civil Service Commission)
5. Strengthen the coordination between the RPD, the San Francisco Unified School District, and private agencies in providing recreation for youth. A promising method of achieving this is through establishment of a City Youth Services Council. (RPD, Board of Education and Mayor's Office)
6. Divest the RPD of the special facilities and services identified in Section V. (Recreation and Park Commission, Board of Supervisors--Charter Amendment)
7. Establish a policy giving high priority to the planning for the needs of youth through the establishment of a special RPD youth staff level comparable to other special group supervision. (RPD)
8. Strengthen coordination with the Police Department and increase the level of Park Police in recreational areas. (RPD, Police Department)
9. Commence the development of a Master Plan for Golden Gate Park. (City Planning Department)
10. Institute a training program for full-time and part-time personnel. (RPD)
11. Strengthen coordination with the Municipal Railway in providing access to recreation facilities from high need neighborhoods (RPD, Municipal Railways)
12. Prepare application for Federal and State funds for interim assistance to high need neighborhoods. (RPD)

13. The RPD should carefully prepare Recreation and Park bond issues for interim assistance to the high need neighborhoods. (RPD)
14. Determine the items for submission in the Capital Improvements Program through 1976-1977. These items would cover the broad classes of Nightlighting (\$561,875), Playground Equipment (\$437,000), Outdoor Gymnasiums (\$600,000), and Game Courts (\$224,000).

B. Phase II: Implementation Over the Long Term (1970-1990)

Commence the detailed planning, estimation of costs, and project specification required to upgrade San Francisco Recreation and Park facilities to as close to national standards as possible.

APPENDIX

A. General Nightlighting

The approximate cost of furnishing all areas deficient in general nightlighting is calculated as follows:

Assumptions: (1) General nightlighting costs \$6,250 per acre.
(2) Where possible, up to two acres at each supervised recreation unit are to be provided with nightlighting. (Thus, Duboce playground, with 4.214 acres would receive nightlighting for only two acres.) (3) Deficiencies in nightlighting are as indicated in Working Paper 7.

<u>Division</u>	<u>Acres to be furnished with nightlighting</u>	<u>Cost (\$)</u>
A	11.4	71,250
B	25.4	158,750
C	27.7	173,125
D	25.4	<u>158,750</u>
Total		561,875

If all possible acreage at supervised areas were to be provided with general nightlighting, the approximate cost is calculated as follows:

<u>Division</u>	<u>Acres to be furnished with nightlighting</u>	<u>Cost (\$)</u>
A	31.06	194,125
B	58.52	365,750
C	78.38	489,875
D	146.72	<u>917,000</u>
Total		1,966,750

Cost of providing general nightlighting in the high priority areas is calculated as follows:

<u>Unit</u>	<u>Acreage</u>	<u>Nightlighting Cost (\$)</u>
South Park	.849	5,306
Franklin Square	4.41	27,562
Bernal	2.1	13,125
Hayward Girls	2.67	16,687
Kimball	5.44	34,000
Duboce	4.2	26,250
Folsom	.79	4,937
Garfield	12.9	80,625
Rolph	3.0	18,750
Mission	1.78	<u>11,125</u>
Total		\$238,367

If only up to two acres of nightlighting were provided at the above units, the cost would be reduced to \$115,119.

B. Playground Equipment

The approximate cost of furnishing all high priority areas with portable or refurbished playground equipment is calculated as follows:

<u>Portable Playground Equipment</u>	<u>Refurbished or New Playground Equipment</u>
<u>Location</u>	<u>Location</u>
Portsmouth Square	N. Beach Playground
St. Mary's Square	Hayward Playground
Franklin Square	Duboce Park
Alamo Square	Jackson Playground

Portable
Playground Equipment

Location

Bernal Park

Refurbished or New
Playground Equipment

Location

McKinley Square

Mission Playground

Folsom Playground

Garfield Square

Bernal Community Ct.

Bayview

Chinese Playground

5 units @ \$7,000 = \$35,000

11 sets @ \$2,500 = \$27,500

The cost of refurbishing existing or providing new playground equipment throughout San Francisco is calculated as follows:

Number of existing groups of children's apparatus	67
Number required by standards	<u>240</u>
Additional sets required	173
Sets that need refurbishing	67
Approximate cost of new sets is 173 x \$2,500	= \$432,500
Approximate cost of refurbishing is 67 x \$1,000	= \$ 67,000
Total	\$499,500
Expenditures already planned for high priority areas	<u>\$ 62,500</u>
Additional expenditure	\$437,000

C. Expenditures in High Priority Areas, Excluding Nightlighting and Playground Equipment

<u>South of Market</u>	<u>Cost (\$)</u>
Small recreation center--4,000 ft ²	175,000
Outdoor gymnasium	5,000
Game court	3,000
Security measures	<u>2,000</u>
	185,000

Inner Mission

Fieldhouse on Franklin Square	44,000
Game court	3,000
Outdoor gymnasium	<u>5,000</u>
	52,000

Bernal Heights/Peralta

Refurbish Bernal Recreation Center	180,000
Game court	<u>3,000</u>
	183,000

Hayes Valley

Expansion of Hayward Boys Facility	<u>50,000</u>
	50,000

Haight/Fillmore

Medium sized center--8,000 ft ²	<u>362,000</u>
	362,000

<u>Mission</u>	<u>Cost (\$)</u>
Replace Folsom Playground with small facility	175,000
Game court	3,000
Children's outdoor gymnasium	5,000
Refurbish Garfield Square	50,000
Multipurpose ball field--3 acres	60,000
Game court	3,000
Outdoor gymnasium	5,000
Replace Rolph Playground with medium sized facility with gymnasium	360,000
Replace Mission Playground with small facility	175,000
Game court	<u>3,000</u>
	839,000
Grand Total	1,671,000

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